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Pittsburg 2020: A Vision for the 21st Century



CITY OF PITTSBURG GENERAL PLAN

HEARING DRAFT

August 2001

GENERAL PLAN MODIFICATIONS

Exhibit "B" City Council Resolution No. 01-9489

Exhibit "B" City Council Resolution No. 01-9490

ADOPTED REVISIONS TO HEARING DRAFT GENERAL PLAN (AUGUST 2001)

The following changes to the August 2001 Draft General Plan are necessary for internal consistency of the document. All these revisions are required as a result of the changes to the Land Use Map with the exception of those numbers with an asterisk. Asterisk items are other revisions or corrections.

<u>Page</u>	<u>Revision</u>
1. 2-12	Figure 2-2, "General Plan Diagram" 1. Changes 453 ac. of <i>Hillside Low Density Residential</i> and <i>Open Space</i> west of Bailey Road to <i>Low Density Residential</i>; eliminates Designated Ridgelines south of the Sphere of Influence line. 2. Changes 106 ac. of <i>Hillside Low Density Residential</i> and <i>Open Space</i> south of Highlands Ranch ("Sky Ranch II") to <i>Low Density Residential</i>. 3. Changes 138 ac. of <i>Hillside Low Density Residential</i> and <i>Open Space</i> ("Montreux") west of Kirker Pass Road to <i>Low Density Residential</i>. 4. Changes 9 ac. of <i>Medium Density Residential</i> to <i>Low Density Residential</i> on the southwest quadrant of Central and Solari Avenues. 5. Changes 40 ac. of <i>Medium Density Residential</i> to <i>Low Density Residential</i> on the south side of West Leland Rd. for the Alves property. 6. Changes 8 ac. of <i>Medium Density Residential</i> to <i>Business Commercial</i> on the south side of East Leland Road and on both sides of Gladstone Dr. 7. Changes 2 ac. of <i>High Density Residential</i> to <i>Public/Institutional</i> on the east side of Loveridge Rd. north of the Delta DeAnza Trail.
2. 2-13	Table 2-2, "General Plan Distribution..." Redistributes "Total Acres" figures for <i>Hillside Low Density Residential</i>, <i>Low Density Residential</i>, <i>Medium Density Residential</i>, <i>High Density Residential</i>, <i>Business Commercial</i>, <i>Public/Institutional</i> and <i>Open Space</i> to correspond to the map changes on Figure 2-2.
3. 2-21	BUILDOUT POPULATION Increases the housing units and population figures to correspond to aforementioned map revisions for <i>Low Density Residential</i>.
4. 2-22	Table 2-4, "Population and Housing: General Plan Buildout" Increases the Proposed Housing Units and Proposed Population figures (both City of Pittsburg Subtotal and Total Planning Area) to correspond to aforementioned map revisions for <i>Low Density Residential</i>.

5. 2-25 **Policy 2-P-1 (narrative), "POLICIES: LAND USE - Growth Boundaries and Procedures"**
Revises last sentence of narrative below policy to read: "Both of these areas are proposed exclusively for clustered low-density hillside development."
6. 2-34 **2.5 PLANNING SUBAREAS, 11. *Southwest Hills*.**
 1. Revises first sentence to add: "... this subarea presently consists primarily of undeveloped, rolling hills.
 2. Adds to the end of the first paragraph: "Potential low-density residential neighborhoods are located outside the County ULL and may be available for development after the Restricted Federal Easement is abandoned."
7. 2-38 **Table 2-6, "General Plan Distribution, City of Pittsburg"**
Redistributes the "acres" figures for *Hillside Low Density Residential*, *Low Density Residential*, *Medium Density Residential* and *Open Space* acres within the Buchanan, East Central, Southwest Hills, and Woodlands subareas, and the "Grand Total" to correspond to the map changes on Figure 2-2.
8. 2-47 **Table 2-10, "General Plan Land Use Distribution, East Central"**
Redistributes "Acreage" for *Low Density Residential* and *Medium Density Residential* to correspond to the map changes on Figure 2-2.
9. 2-48 **Figure 2-4d, "East Central"**
Changes 9 ac. of *Medium Density Residential* to *Low Density Residential* on the southwest quadrant of Central and Solari Avenues to correspond to the map changes on Figure 2-2.
10. 2-55 **Policy 2-P-72, "Policies: Buchanan"**
Adds bullet: "Be limited to a maximum density of 3.0 du/ac"
11. 2-55 **Table 2-13, "General Plan Land Use Distribution, Buchanan"**
Redistributes "Acreage" for *Hillside Low Density Residential*, *Low Density Residential* and *Open Space* to correspond to the map changes on Figure 2-2.
12. 2-56 **Figure 2-4g, "Buchanan"**
Changes 106 ac. of *Hillside Low Density Residential* and *Open Space* south of Highlands Ranch ("Sky Ranch II") to *Low Density Residential* to correspond to the map changes on Figure 2-2.
13. 2-57 **Policy 2-P-74, "Policies: Woodlands"**
Adds bullet: "Be limited to a maximum density of 3.0 du/ac"
14. 2-57 **Table 2-14, "General Plan Land Use Distribution, Woodlands"**
Redistributes "Acreage" for *Hillside Low Density Residential*, *Low Density Residential* and *Open Space* to correspond to the map changes on Figure 2-2.

	<u>Page</u>	<u>Revision</u>
15.	2-58	Figure 2-4g, "Woodlands" Changes 138 ac. of <i>Hillside Low Density Residential</i> and <i>Open Space</i> ("Montreux") west of Kirker Pass Road to <i>Low Density Residential</i> to correspond to the map changes on Figure 2-2.
16.	2-63	Goal 2-G-31, "Goals: Southwest Hills" Revises to read: "Maintain the general character of the natural topography and major ridgelines in the Southwest Hills <u>hill forms</u>."
17.	2-63	Goal 2-G-32, "Goals: Southwest Hills" Revises to read: "Encourage development of higher-end, low-density residential neighborhoods that are well integrated with the natural setting."
18.	2-63	Table 2-17, "General Plan Land Use Distribution, Southwest Hills" Redistributes "Acreage" for <i>Hillside Low Density Residential</i>, <i>Low Density Residential</i> and <i>Open Space</i> to correspond to the map changes on Figure 2-2.
19.	2-65	Policy 2-P-92, "Policies: Southwest Hills" Revises first sentence: "Allow clustered Hillside Low Density residential development west of Bailey Road,..."
20.	2-65	Policy 2-P-94, "Policies: Southwest Hills" Revised to read: "Do not permit any <u>Development</u> in the Concord Naval Weapons Station Restricted Federal Easement area <u>may be allowed when until such time</u> that the Easement is abandoned."
21.	2-65	Adds New Policy 2-P-95, "Policies: Southwest Hills" "Allow an overall maximum density of 3.0 du/ac within the <i>Low Density Residential</i> areas south of the San Marco project and outside the present Sphere of Influence line with a maximum number of 1500 residential units."
22.	2-66	Figure 2-4k, "Southwest Hills" Changes 453 ac. of <i>Hillside Low Density Residential</i> and <i>Open Space</i> west of Bailey Road to <i>Low Density Residential</i>; eliminates Designated Ridgelines south of the Sphere of Influence line to correspond to the map changes on Figure 2-2.
23.*	2-67	Policy 2-96 (narrative), Policies: Northwest River" Adds sentence: "Such areas not considered for industrial uses should be designated Marine Commercial."
24.	3-5	Figure 3-1, "Transportation Service Level Areas" Revises map for designations of "Semi-rural" and "Rural" in Southwest Hills, Woodlands, and Buchanan area to correspond to the map changes on Figure 2-2.
25.	4-3	Figure 4-1, "Viewshed Analysis" Eliminates "Ridgelines" in Southwest Hills area to correspond to the map changes on Figure 2-2.

26. 4-5 **Figure 4-2, "Major and Minor Ridgelines"**
Eliminates "Ridgelines" in Southwest Hills area to correspond to the map changes on Figure 2-2.
- 27.* 4-9. **Figure 4-3, "Ridge Setbacks"**
Eliminates vertical "100 ft" dimension and increases horizontal dimension from "100 ft" to "150 ft" to correspond to Policy 4-P-1.
28. 4-11 **Policy 4-P-11, "POLICIES: HILLSIDE DEVELOPMENT, Preservation and Grading"**
Revised to read: "Limit grading of hillside areas over 30 percent slope (on Figure 10-1) to elevations less than 800 900 feet..." area to correspond to the map changes on Figure 2-2.
- 29.* 4-31 **Policy 4-P-60, "Policies: Leland Road, Extension west of Pittsburg/Bay Point BART Station"**
Revised to read: "Pursue the development of a linear parkway along West Leland Road..."
- 30.* 4-32 **Figure 4-14, "Design Features along Leland Road Extension west of Pittsburg/Bay Point BART Station"**
Revised text to read: "Pursue the development of a linear parkway along West Leland Road..."
- 31.* 5-8 **Table 5-1, "Permitted Land Uses, Downtown Pittsburg"**
Adds Contractor to the "Conditional Uses" of the *Marine Commercial* land use in both the "Marine Commercial Center" and "Marina/Waterfront Neighborhoods."
- 32.* 5-26 **Figure 5-3, "Design and Development Improvements"**
Removes "Downtown Parking District" from map.
- 33.* 5-29 **DOWNTOWN PARKING REQUIREMENTS (text)**
~~Eliminates first sentence: "A Downtown Parking District encompasses the entire historic district and several surrounding blocks."~~
- 34.* 6-14 **Table 6-3, "Economic Opportunity Areas in Pittsburg"**
Adds bullet to "South Willow Pass" area under "Suggested Land Use Program": "- Allow for small-lot single family (SLSF) parcels, (see Policies 2-P-9 and 5-P-21)."
35. 7-15 **Figure 7-2, "Transportation Service Level Areas"**
Revises map for designations of "Semi-rural" and "Rural" in Southwest Hills, Woodlands, and Buchanan area to correspond to the map changes on Figure 2-2.

	<u>Page</u>	<u>Revision</u>
36.	7-19	Policy 7-P-18, "Highways and Arterial Streets" 1. Revises last sentence to read: "Consider <u>Evaluate</u> topographic and geologic constraints, and projected traffic generation rates." 2. Adds sentence to read: "Consider a road alignment within the Restricted Federal Easement area, if abandoned, for access to potential residential neighborhoods."
37.*	7-26	Table 7-5, "Bicycle Facilities, Pittsburg Planning Area" Revises list to be consistent with recently Adopted County Bicycle Action Plan.
38.	8-4	Figure 8-1, "Parks and Open Space" Revises base map in Southwest Hills, Woodlands, and Buchanan area to correspond to the map changes on Figure 2-2.
39.	8-5	8.2 Parks (text) Revises last sentence of third paragraph to change "acres of parks per 1,000 residents in 2020" from 5.3 and "buildout population" of 83,600 to correspond to Increases the housing units and population figures shown in No. 3, BUILDOUT POPULATION.
40.*	8-27	Policy 8-P-39, "POLICIES: EDUCATION FACILITIES" Revises sentence to read: "<u>Encourage the MDUSD to reopen the former Pacifica High School or cooperate with MDUSD to identify a possible sites for the construction of a new high school facility and/or a middle school facility, or both.</u>"
41.	9-5	Figure 9-1, "Vegetative Communities" Revises base map to eliminate ridgelines in Southwest Hills area to correspond to the map changes on Figure 2-2.
42.	9-17	Figure 9-2, "Major and Minor Watersheds" Revises base map to eliminate ridgelines in Southwest Hills area to correspond to the map changes on Figure 2-2.
43.	10-11	Policy 10-P-2, "POLICIES: GEOLOGY AND SEISMICITY, Slopes and Erosion" Revises sentence to read: "Restrict future development from occurring on slopes greater than 30 percent (as designated on Figure 10-1) over the <u>800 900</u> foot elevation contour..."; this is to correspond to the map changes on Figure 2-2.
44.	11-6	Table 11-1, "Water Demand Projections, Pittsburg: 1990-2020" Revises "Population" figures and "Demand" columns to correspond to Increases the housing units and population figures shown in No. 3, BUILDOUT POPULATION.

45. 11-6 **GOAL 11-G-1, "GOALS: WATER SUPPLY AND DISTRIBUTION"**
1. Revised to read: "Available water supply and distribution capacity should grow proportionately with development patterns and water usage trends."
2. Adds sentence to read: "Update City's Water Master Plan to implement General Plan growth projections."
46. 11-9 **Table 11-2, "Wastewater Flow Projections, Pittsburg"**
Revises "Single Family" land use figures for "# of Units at Buildout" and "Unit Flow Factor" and "Total GPD at Buildout" columns to correspond to Increases the housing units and population figures shown in No. 3, **BUILDOUT POPULATION.**
- 47.* 11-19 **Policy 11-P-28, "POLICIES: FIRE PROTECTION"**
Revises sentence to read: "Cooperate with CCCFPD in obtaining a site for a new fire station (or relocation of Station 86) south in the vicinity of State Route 4 and west of Bailey Road.
48. 13-24 **Table 13-23, "Residential Buildout Potential: 2020, Pittsburg Planning Area"**
1. Revises "Total Acres" and "Potential Units" for *Hillside Low Density* and *Low Density*, and "Total Potential Housing Units" to correspond to the map changes on Figure 2-2.
2. Adds asterisk to "6 du/ac" under "Assumed Density" column with note below to read: "Limited to 3 du/ac in portions of Southwest Hills, Buchanan, and Woodlands subareas."

11/21/2001

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LIST OF ACRONYMS

ABAG	Association of Bay Area Governments
ADT	Average Daily Trips
BART	Bay Area Rapid Transit
BCDC	Bay Conservation and Development Commission
CEQA	California Environmental Quality Act
EPA	Environmental Protection Agency
BAAQMD	Bay Area Air Quality Management District
BID	Business Improvement District
BNSF	Burlington Northern and Santa Fe Railroad
BMP	Best Management Practice
CALTRANS	California Department of Transportation
CCCFPD	Contra Costa County Fire Protection District
CCTA	Contra Costa Transportation Authority
CCWD	Contra Costa Water District
CCWS	Concord Naval Weapons Station
CDBG	Community Development Block Grant Program

CEQA	California Environmental Quality Act
CIP	Capital Improvement Program
CMA	Congestion Management Agency
CMP	Congestion Management Program
CNEL	Community Noise Equivalent Level
CVP	Central Valley Project
DDSD	Delta Diablo Sanitation District
EBMUD	East Bay Municipal Utility District
EBRPD	East Bay Regional Park District
EIR	Environmental Impact Report
EPA	Environmental Protection Agency
ELIHPA	Emergency Low-Income Housing Preservation Act
FAR	Floor Area Ratio
FEMA	Federal Emergency Management Agency
Gpd	Gallons per day
HCD	California Department of Housing and Community Development
HOV	High Occupancy Vehicle
HUD	U.S. Department of Housing & Urban Development

LAFCo	Local Agency Formation Commission
LIHPRAH	Low-Income Housing Preservation and Resident Homeownership Act
LOS	Level of Service
LUST	Leaking Underground Storage Tank
Mgd	Million gallons per day
MTC	Metropolitan Transportation Commission
MDUSD	Mount Diablo Unified School District
MRB	Mortgage Revenue Board
NOP	Notice of Preparation
NPDES	National Pollutant Discharge Elimination System
PEHDC	Pittsburg Economic and Housing Development Corporation
PUD	Planned Unit Development
PG&E	Pacific Gas and Electric
PD	Planned Development
PUSD	Pittsburg Unified School District
RWQCB	California Regional Water Quality Control Board
ROG	Reactive Organic Compounds

ROW	Right of Way
SLSF	Small-Lot Single Family
SLIC	Spills, Leaks, Investigations and Cleanup
SOI	Sphere of Influence
TCA	California Trade and Commercial Agency
TDM	Transportation Demand Management
TOD	Transit-Oriented Development
TSM	Transportation Systems Management
TRANSPLAN	Transportation Planning Committee of East Contra Costa County
ULL	Urban Limit Line
UST	Underground Storage Tank

I INTRODUCTION AND OVERVIEW

Pittsburg's General Plan was last comprehensively updated in 1988. To respond to growth and planning challenges, the City began the process to update its General Plan in September of 1997. Key objectives of this update process include:

- Articulating a strategy for growth and development that provides a sound basis for decision-making for detailed studies (such as specific plans), annexations, and project approvals;
- Supporting the City's objectives for economic development, and outlining strategies for revitalizing Downtown and other infill areas;
- Balancing development and conservation in the hillsides;
- Effectively utilizing regional transit expansion opportunities; and
- Ensuring that Plan policies are mutually supportive, internally consistent and in accordance with State law.

I.1 EVOLUTION OF PITTSBURG

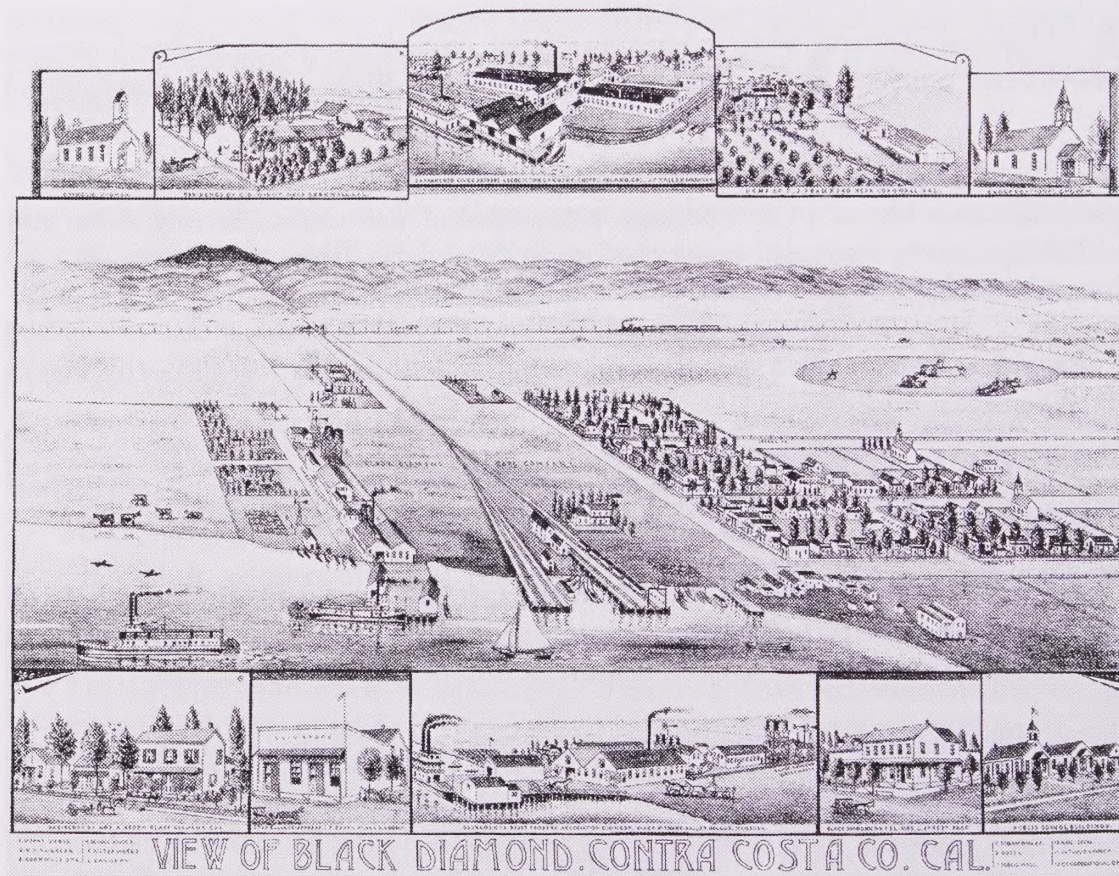
Pittsburg began along the Suisun Bay/Delta shoreline as a 10,000-acre land grant from the government of Mexico in 1839, and grew into a settlement. Originally named New York of the Pacific, the City's name was changed to New York Landing when it was a way station during the Gold Rush days. The City's reputation as an industrial area was established in 1855 when coal was discovered in the southern hills, and its name changed to Black Diamond. However, the prime industrial base of the City came in 1911 with the opening of the first steel mill, and the final name change to Pittsburg (after the hub of the steel industry on the east coast: Pittsburgh, Pennsylvania).

During World War II, Camp Stoneman was built in Pittsburg. Forty-five thousand servicemen were stationed at the camp, which was a major point of embarkation for the Pacific Theater. At the end of the war, the level of activity declined in Pittsburg as it did in other wartime boomtowns, signaling an end to much of the prosperity the City had known. There was a slight resurgence of activity at Camp Stoneman during the Korean Conflict, but after the end of the Conflict in 1954, the camp was placed on inactive status and many local businesses closed or relocated, often to neighboring communities where commercial development was occurring.

Pittsburg experienced rapid population growth during the 1970s and 1980s, evolving into a bedroom community for employment centers in west and central Contra Costa County. Population in the City's Sphere of Influence (SOI) grew 43 percent between 1985 and 1995, about 70 percent faster than Contra Costa County's already rapid growth rate. In the last five years, as development has extended to City limits, the pace of Pittsburg's growth has slowed, even as other east and central county cities such as Brentwood, Antioch, and Clayton continue their dramatic growth.

Many other changes have also occurred in the last decade. Extension of Bay Area Rapid Transit (BART) service to Bay Point has given Pittsburg a new transportation option. Redevelopment of the City's Downtown has provided

residents with a more vital historic activity center and increased waterfront access. Residential growth in the southwestern Pittsburg has expanded local housing opportunities and altered views from and within the City.



I.2 PURPOSE AND REQUIREMENTS OF GENERAL PLAN

GENERAL PLAN PURPOSE

The Pittsburg General Plan addresses issues related to physical development, growth, and conservation of resources in the City's Planning Area. The General Plan:

- Outlines a vision of long-range physical and economic development and hillside and resource conservation that reflects the aspirations of the community;
- Provides strategies and specific implementing actions that will allow this vision to be accomplished;
- Establishes a basis for judging whether specific development proposals and public projects are in harmony with Plan policies and standards;
- Allows City departments, other public agencies, and private developers to design projects that will enhance the character of the community, preserve and enhance critical environmental resources, and minimize hazards; and
- Provides the basis for establishing and setting priorities for detailed plans and implementing programs, such as the Zoning Ordinance, specific plans, and the Capital Improvement Program.

GENERAL PLAN REQUIREMENTS

State law (California Government Code Sec. 65300) requires each California city and county to prepare a general plan. A general plan is defined as "a comprehensive, long-term plan for the physical development of the county or city, and any land outside its boundaries which in the planning agency's judgment bears relation to its planning." State requirements call for general plans that "comprise

an integrated, internally consistent and compatible statement of policies for the adopting agency.”

A city's general plan has been described as its constitution for development – the framework within which decisions on how to grow, provide public services and facilities, and protect and enhance the environment must be made. California's tradition of allowing local authority over land use decisions means that the state's cities have considerable flexibility in preparing their general plans.

While State planning laws allow considerable flexibility, they do establish some requirements for the issues that general plans must address. California Government Code Sec. 65302 establishes both the content of general plans and rules for their adoption and subsequent amendment. Together, state law and judicial decisions establish three overall guidelines for general plans.

- *The General Plan Must Be Comprehensive.* This requirement has two aspects. First, the general plan must be geographically comprehensive. That is, it must apply throughout the entire incorporated area and it should include other areas that the City determines are relevant to its planning. Second, the general plan must address the full range of issues that affects the City's physical development.
- *The General Plan Must Be Internally Consistent.* This requirement means that the general plan must fully integrate its separate parts and relate them to each other without conflict. “Horizontal” consistency applies as much to figures and diagrams as to the general plan text. It also applies to data and analysis as well as policies. All adopted portions of the general plan, whether required by state law or not, have equal legal weight. None may supersede another, so the general plan must resolve conflicts among the provisions of each element.
- *The General Plan Must Be Long-range.* Because anticipated development will affect the City and the people who live or work there for years to come, state law requires every general plan to take a long-term perspective.

GENERAL PLAN FORMAT

California Government Code Sec. 65302 requires that a general plan address seven mandatory elements listed as: land use, circulation, housing, conservation, open space, , safety, noise, and housing; and five optional elements listed as: growth management, urban design, downtown, economic development, and public facilities. Specific issue areas are prescribed for each mandatory element. The Pittsburg General Plan is organized as follows, addressing each of the mandatory elements and several optional elements:

Mandatory Elements

Land Use (Chapter 2)

This element includes proposed use classifications, distribution of land uses via the General Plan diagram, buildout projections, and land use and subarea policies. Location of public facilities are addressed in Chapter 11: Public Facilities, and areas subject to flooding hazards are defined in Chapter 10: Health and Safety. Timber production does not occur within the Planning Area, and is therefore not addressed in the Land Use Element.

Circulation (Chapter 7: Transportation)

This element includes proposed location of the roadway system, transit, bike-ways and pedestrian paths, as well as transportation demand management programs.

Conservation (Chapter 9: Resource Conservation)

This element includes analysis of biological resources, drainage and erosion, water quality, air quality, and historical resources. Flood control is addressed in Chapter 10: Health and Safety, and water supply is discussed in Chapter 11: Public Facilities. Access to the Suisun Bay waterfront is addressed in Chapter 8: Open Space, Youth and Recreation.

Open Space (Chapter 8: Open Space, Youth and Recreation)

This element addresses public parks, trails and open space, waterfront access, recreational and cultural programs, and educational facilities. Policies requiring preservation of open space for natural resources are contained within Chapter 9: Resource Conservation, and policies requiring open space for health and safety are contained within Chapter 10: Health and Safety.

Safety (Chapter 10: Health and Safety)

Geology and seismicity, flood control, hazardous materials, and emergency management are all addressed in this element. Geologic, seismic, and flooding hazards are mapped. Fire protection and water supply are addressed in Chapter 11: Public Facilities.

Noise (Chapter 12)

This element includes discussion of noise measurement, existing and projected noise contours, and noise mitigation policies.

Housing (Chapter 13)

This element consists of update to demographic trends, housing characteristics, housing costs, development potential, constraints, and special housing needs. The City plans to complete a comprehensive update of the Housing Element in late 2001, which will include revision of plans and programs, program accomplishments, and assisted housing.

Optional Elements*Growth Management (Chapter 3)*

This element addresses growth and expansion, traffic standards, and public facility standards, pursuant to the Contra Costa County Transportation Improvement and Growth Management Program (Measure C) passed by County voters in 1988.

Urban Design (Chapter 4)

Views and ridges, hillside development policies, key corridors, mixed-use districts, and neighborhood design are all addressed in this element.

Downtown (Chapter 5)

This element is intended to replace the 1986 Downtown Specific Plan, and addresses Downtown development strategies, streetscape and waterfront design, access and parking.

Economic Development (Chapter 6)

Economic development opportunities, trends and prospects, and an economic development strategy are presented in this element.

Public Facilities (Chapter 11)

Water supply, wastewater collection, solid waste, fire protection, and public utilities are all addressed in this element.

Goals and Policies

Each Element of the General Plan is organized to provide a short description of existing conditions, followed by goals and policies.

- **Goals** present broad policy direction; a larger end-state the City is hoping to achieve.
- **Policies** provide more specific direction on how to achieve goals. Policies outline actions, procedures, programs, or techniques to attain the goals. Some policies include quantitative statements that can be implemented by City staff.
- **Text** below various policies simply provides further discussion of and potential implementation for the policy statement.

In some elements, such as Land Use, growth projections are also included.

1.3 REGIONAL LOCATION AND PLANNING BOUNDARIES

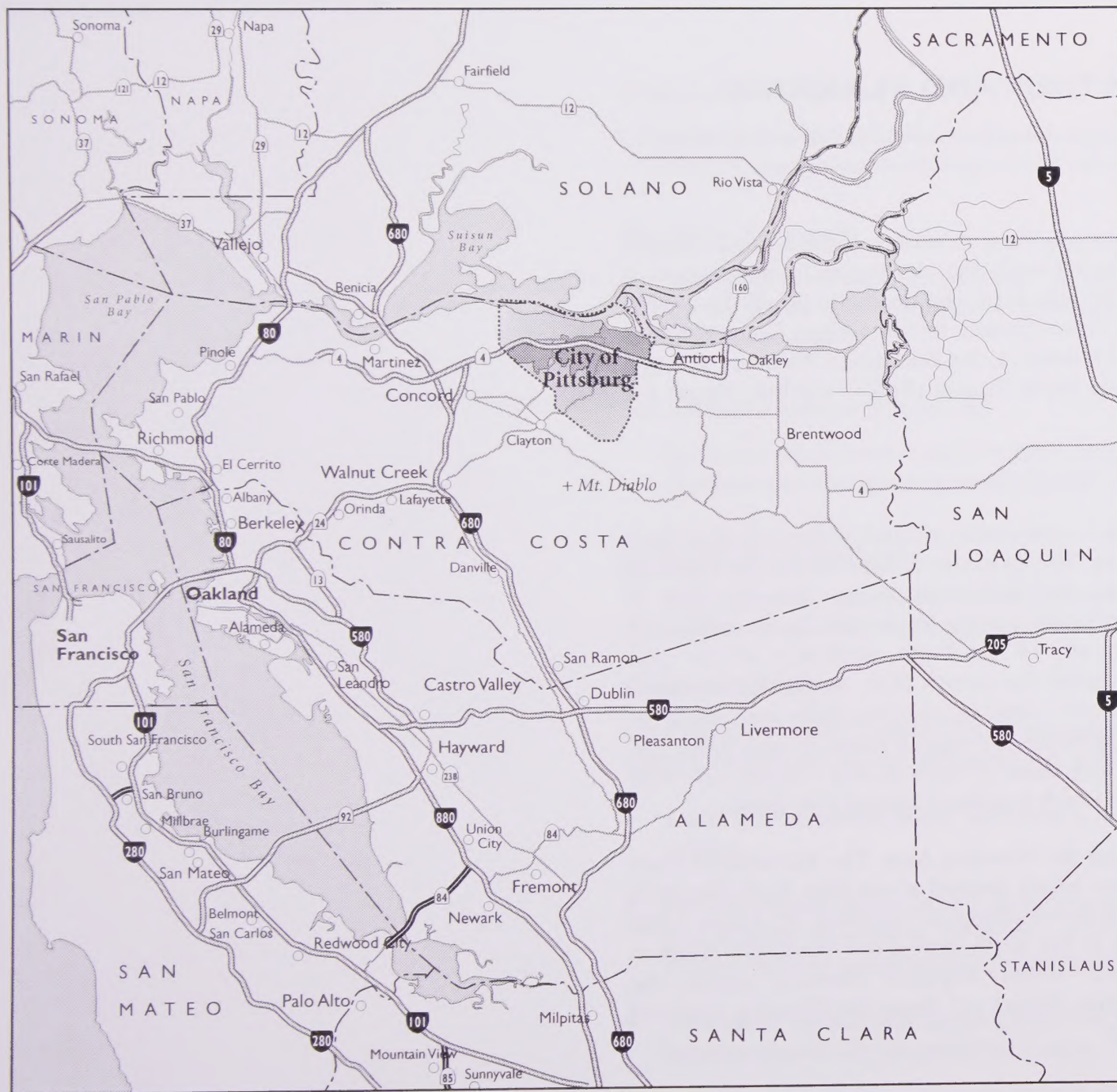
REGIONAL LOCATION

Pittsburg is located along the Sacramento River in eastern Contra Costa County. The northern portion of the City is relatively flat, increasing in elevation as it expands into the southern hills. The hills form the northern tip of the Diablo Range, which extends from Contra Costa County to Santa Clara County. Major transportation corridors include State Route 4, the Burlington Northern & Santa Fe (BNSF) railroad, and the Bay Area Rapid Transit (BART) rail line. Figure 1-1 shows the City's regional location.

PLANNING BOUNDARIES

Pittsburg's Planning Area includes 41.1 square miles of land, within which lie both the SOI and the City corporate limits. The inclusion of land within the Planning Area but outside City limits does not necessarily mean that the City is contemplating annexation. Pittsburg's SOI extends over 18.2 square miles and includes the unincorporated community of Bay Point, northwest of the City. Certain unincorporated lands lying outside the current SOI – such as undeveloped areas adjacent to Bay Point and Antioch – may be considered for annexation by the City, upon request. City limits spanned 15.6 square miles in year 2000. The Planning Area boundaries coincide with those of Antioch and Clayton, and with the Concord Naval Weapons Station, which is within Concord City limits.

Several geographic features distinguish the Planning Area. The Sacramento River forms the northern boundary; Browns Island, located across New York Slough, is visible from the waterfront. Steep hills—reaching an elevation of almost 1,900 feet—provide a distinctive backdrop to the south, and define the limits of urban development. The Black Diamond Mines Regional Preserve marks the southeastern limits of the Planning Area. Figure 1-2 shows the Planning Area and planning boundaries in physical relief.

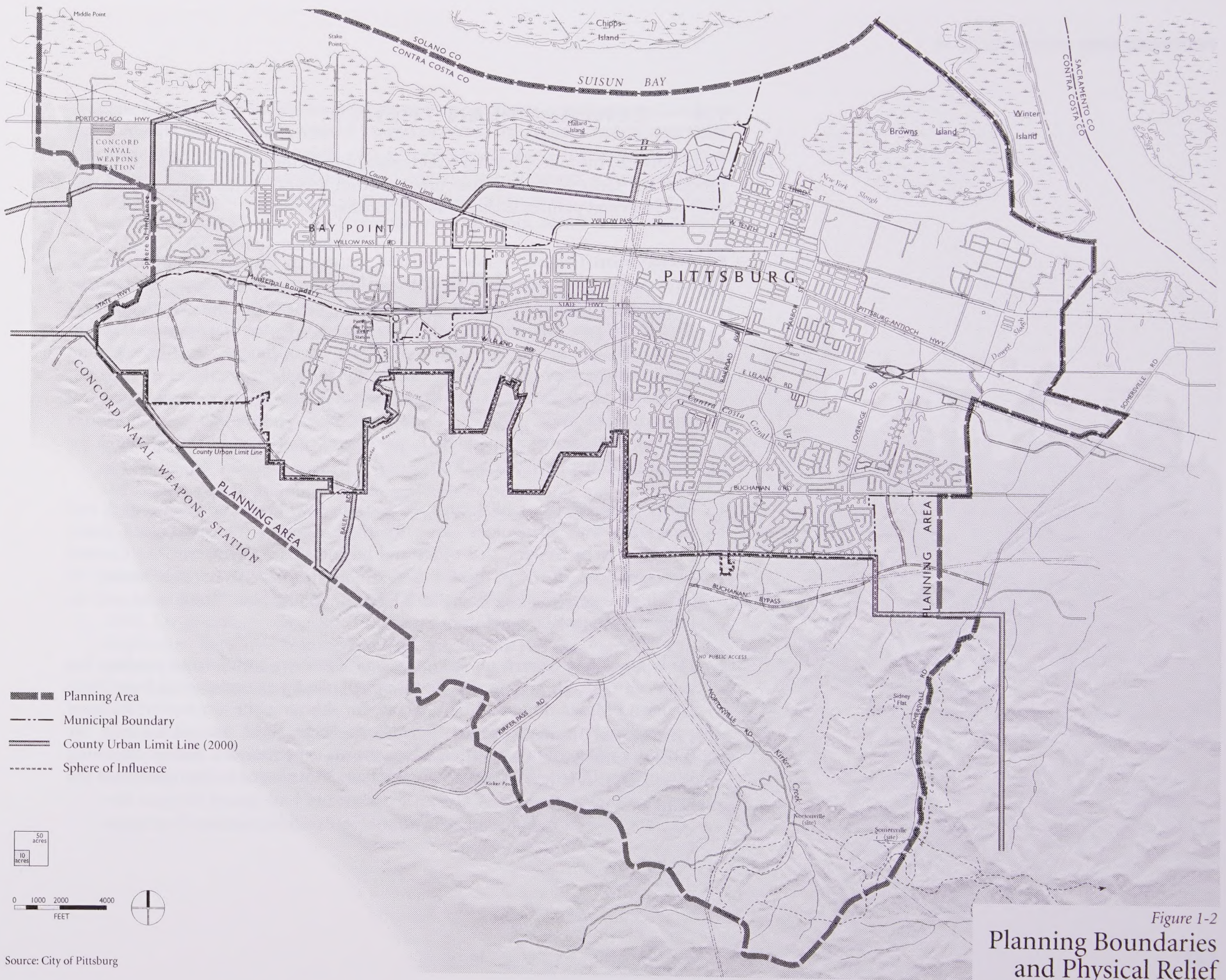


- Current City Limits
- Planning Area



Source: City of Pittsburg, Dyett & Bhatia

Figure 1-1
Regional Location



I.4 GENERAL PLAN THEMES

Responding to the objectives and issues raised during the community participation process, the General Plan is structured around several themes, which form the basis of goals and policies included in the various elements:

- ***Employment Growth.*** While industrial activity in Pittsburg continues to be strong, the City's economy is in transition from manufacturing to services. Existing large industrial uses are far more efficient and less labor-intensive than in the past. Job-growth in the heavy industry sector may be limited due to more efficient production methods, strict environmental regulations, and public attitude opposing heavy industry. Retail trade and services are expected to be the fastest-growing employment sectors in the coming decades, and will have positive impacts on the City's fiscal base. Three big-box retail centers have already located along State Route 4, and the General Plan will allow for continued expansion of existing sectors.

Office and service establishments in Pittsburg are generally small-scaled, and integrated with strip malls along Railroad Avenue and East Leland Road. Pittsburg lacks larger-scaled office and business parks. However, the General Plan provides sites for these business commercial centers in a variety of locations – near the Bay Point BART station, along State Route 4, as well on infill and potential redevelopment sites.

- ***Downtown and Waterfront Revitalization.*** Pittsburg's waterfront location has been central to its growth and development. Coal was transported from Black Diamond Mines along Railroad Avenue for shipping; the juncture of Railroad Avenue and the Sacramento River Delta became the natural location for Pittsburg's Downtown. Although Downtown experienced a decline following World War II, redevelopment activities have contributed to the recovery of the historic core.

The General Plan builds on Downtown's many positive attributes and seeks to improve visual and physical connection to the water and access from surrounding neighborhoods, and a development pattern that lends itself to pedestrian scale and comfort. The General Plan delineates a new waterfront park and marine commercial uses east of Downtown along Third Street. It also seeks growth in Downtown's population base from about 4,000 in 1999 to almost 8,000 at Plan buildout.

- *Hillside/Ridgeline Preservation.* The range of hills along the City's southern boundary is one of Pittsburg's most distinguishing features. As large tracts of undeveloped land suitable for housing within the City have become scarce, the City must develop planning tools to preserve the aesthetic appearance of the hills and direct development to appropriate locations. Recently, the hillsides have come under increasing development pressure. A majority of new growth in the hillsides will result from development that is already entitled; the General Plan delineates limited new growth in the hillsides. Based on sophisticated computer-based viewshed analysis, the General Plan also delineates areas that merit ridgeline and hillside protection, and includes other policies to ensure that development is in keeping with hillside character and constraints.
- *Jobs/Employed Residents Balance.* With over twice as many residents as available jobs, the Pittsburg SOI had a deficit of approximately 10,000 jobs in 2000. Large-scale projects, such as North Park Plaza and Century Plaza, have augmented the City's commercial base, and in the last five years the City has added jobs at a faster rate than population growth. The General Plan seeks a close balance between jobs and employed residents at buildout.
- *Capitalizing on Regional Transportation Improvements.* The General Plan seeks to link employment growth to improvements in regional accessibility resulting from widening of State Route 4 and extension of BART. These links will support transit and encourage a reverse commute, as well as minimize impacts of commercial development on neighborhoods.

- *Enhanced Community Character.* The General Plan establishes specific urban design policies for major corridors, development in the hillsides, and for Downtown and neighborhood centers. Connections between neighborhoods, transitions between urban and open space areas, city and neighborhood edges, community orientation of development, building massing, and streetscapes are all addressed. Policies are also included for viewshed and ridgeline protection.
- *Increased linkages between different parts of the City.* The General Plan includes many improvements that will improve regional access, as well as connections between different neighborhoods. These include extension of Leland Road to the western City limit, San Marco Boulevard from State Route 4 to Bailey Road, Buchanan Bypass along the southeast City limit, and a Range Road/State Route 4 interchange.

1.5 THE PLANNING PROCESS

The City's planning process includes monitoring and updating the General Plan, implementing Plan policies, updating the Zoning Ordinance, and preparing other implementing ordinances, specific plans, design guidelines, and other studies called for in the General Plan. An annual General Plan Report will provide an overview of the status of the General Plan and its implementation.

Ordinances and documents the City must update or prepare upon adoption of the General Plan include:

- *Zoning Ordinance.* The Zoning Ordinance is one of the primary implementation tools of the General Plan, and is required by State law to be consistent with the General Plan. A focused update of the Zoning Ordinance, including a comprehensive revision of hillside development regulations, will be necessary in order to implement the new General Plan Diagram and land use classifications, land use policies, and policies relating to the intensity, bulk, and character of new development.

- *Specific and Area Plans.* The City jointly worked with Bay Area Rapid Transit (BART), adjacent cities, and other agencies to develop the Pittsburg/Bay Point BART Station Area Specific Plan. Should BART chose to extend it's rail service to the eastern edge of Pittsburg, the City will also contribute to the drafting of another BART Station Area Specific Plan. Additionally, the City will be contributing to the drafting of the Pittsburg/Antioch Industrial Area Specific Plan.
- *Redevelopment Plan.* The Los Medanos Community Development Project, the redevelopment project area, includes virtually all of the City's non-residential land. Adopted redevelopment projects within the current 5-year Plan include a senior center, city park facilities, City gateways, roadway improvements, library remodel, Downtown museum, and storm drain improvements. The next update of the Redevelopment Plan will reflect General Plan policies and programs.
- *Capital Improvements Program.* The City's Capital Improvement Program will identify prioritization, timing, and financing for public projects according to the growth management strategy set forth within the General Plan.

AMENDMENTS TO THE GENERAL PLAN

As the City's guide for development, the General Plan is the heart of the planning process. It is intended to be a living document and, as such, will be subject to more site-specific and comprehensive amendments over time. Amendments also may be needed from time to time to conform to State or federal law passed after adoption, and to eliminate or modify policies that may become obsolete or unrealistic due to changed conditions (such as completion of a task or project, development on a site, or adoption of an ordinance or plan).

State law limits the number of times a jurisdiction can amend its general plan. Generally, no jurisdiction can amend any mandatory element of its general plan more than four times in one year, although each amendment may include more than one change to the general plan. This restriction, however, does not apply to amendments for:

- Optional elements (such as the Growth Management, Urban Design, Downtown, and Economic Development Elements of the Pittsburg General Plan);
- Allowing development of affordable housing; or
- Complying with a court decision.

DELTA PROTECTION COMMISSION

Per the Delta Protection Act of 1992, the California Delta Protection Commission (DPC) is required to review and approve proposed General Plan amendments affecting land within the Primary Zone, as shown in Figure 1-3. Browns Island, located along the northeastern shore of Suisun Bay, lies within the DPC's Primary Zone. Browns Island is primarily owned by the State Lands Commission, leased to the East Bay Regional Park District; a portion of the Island is owned by the Port of Stockton.

Local governments must ensure that adopted General Plans, and any development approved or proposed under the General Plan, will be consistent with the DPC's Land Use and Resource Management Plan and will NOT:

- result in wetland or riparian loss;
- result in degradation of water quality;
- result in increased nonpoint source pollution;
- result in the degradation or reduction of Pacific Flyway habitat;
- result in reduced public access, provided the access does not infringe on private property rights;
- expose the public to increased flood hazard;
- adversely impact agricultural lands or increase the potential for vandalism, trespass, or the creation of public private nuisance on public or private land;
- result in the degradation or impairment of levee integrity;
- adversely impact navigation.

ANNUAL REPORT

The California Government Code requires City staff to “provide an annual report to the legislative body on the status of the general plan and progress in its implementation” (Government Code Section 65400(b)). This report must be submitted to the Governor's Office of Planning and Research and the Department of Housing and Community Development. It must include an analysis of the progress in meeting the city's share of regional housing needs and local efforts to remove governmental constraints to maintenance, improvement, and development of affordable housing (Government Code Sections 65583, 65584).

In addition, any mitigation monitoring and reporting requirements prescribed by the California Environmental Quality Act (CEQA) identified in the general plan environmental impact report (EIR) should be addressed in the annual report, because they are closely tied to plan implementation. Finally, the annual report should include a summary of all general plan amendments adopted during the preceding year and an outline of upcoming projects and general plan issues to be addressed in the coming year.

The Pittsburg General Plan Annual Report will be prepared by City staff during the early stages of the budget process and submitted for review to the Planning Commission, which will make a recommendation to the City Council. Public comments on the Annual Report may be submitted in writing to the Planning Department. The Planning Commission and the City Council also will hear public comments on the Annual Report at duly noticed public hearings.

Periodic Reviews

The City may also undertake periodic comprehensive reviews of the General Plan. The periodic review will determine how well the General Plan has performed, and whether policies related to development and conservation have been effective. Staff will analyze the effectiveness of implementation programs and strategies initiated to carry out the Plan, review growth trends since Plan adoption, assess future urban land needs, and review growth phasing. The periodic review will also determine if policy implementation, growth trends, and land demand warrant revisions to individual elements or a comprehensive General Plan update.

1.6 RELATED STUDIES

As part of the General Plan preparation, several technical studies were conducted to document environmental conditions, and analyze prospects for economic development, community character and growth, and development alternatives. Studies prepared include:

- Existing Conditions and Planning Issues: June 1998;
- Fiscal Evaluation of Land Uses: January 1998;
- Sketch Plans: February 1998;
- Draft Environmental Impact Report: January 2001; and
- Final Environmental Impact Report: June 2001.

While these background studies and environmental documents have guided Plan preparation, they do not represent adopted City policy.

2 LAND USE

This element outlines the framework embodied by the City's land use approach, describes the General Plan land use classification system, projects buildout of various land uses through 2020, and provides both city-wide and sub-area specific policies to guide land use decisions.

Pittsburg's land use pattern is reflective of its history as an industrial center of Contra Costa County. The City's Downtown and industrial center are near water and rail transportation corridors – the Sacramento River and the Burlington Northern & Santa Fe and Southern Pacific railroads. As the City grew southward, auto-oriented residential subdivisions became dominant, and regional streets and highways such as State Route 4 became major transportation routes.

With limited availability of vacant land within City limits, major land use challenges include Downtown revitalization, infill development, fostering land use/transportation linkages, and appropriate hillside development.

2.1 BACKGROUND AND CONTEXT

LAND USE PATTERN

Much of Pittsburg's land use pattern can be traced to its industrial heritage. Both the historic Downtown and adjacent industrial waterfront evolved along the shores of the Sacramento River, which was a shipping route for goods. The Southern Pacific Railroad is the dividing line between the grid-iron street network of older portions of the City and the larger-scale industrial parks, commercial centers, and newer residential developments. The relatively small-scale Downtown gives way to larger, predominately single-use areas as one moves south through the City. Figure 2-1 illustrates the City's existing land use distribution, as of 1999.

Residential and commercial developments throughout the City are characteristic of the period in which they initially developed. Smaller-scale neighborhoods in older sections of Downtown contrast with new residential sub-divisions that have spread into the hills. Locally-owned stores coexist with larger retailers throughout the length of Railroad Avenue, the City's main north-south artery. The advantages of visibility and vehicular accessibility are now encouraging large-scale commercial development in eastern Pittsburg along State Route 4.

Magnitude of Uses

The Pittsburg Planning Area comprises a total of 27,300 gross acres (41 square miles). Of this area, approximately 7,700 acres lie within City limits (28 percent of the Planning Area). The community of Bay Point lies within the Sphere of Influence and encompasses 2,300 gross acres. Wetlands and Suisun Bay/Sacramento River environs account for 6,760 additional acres. Vacant, rolling hills constitute approximately 8,930 acres (33 percent of the Planning Area). Table 2-1 shows the land area distribution within the Planning Area.

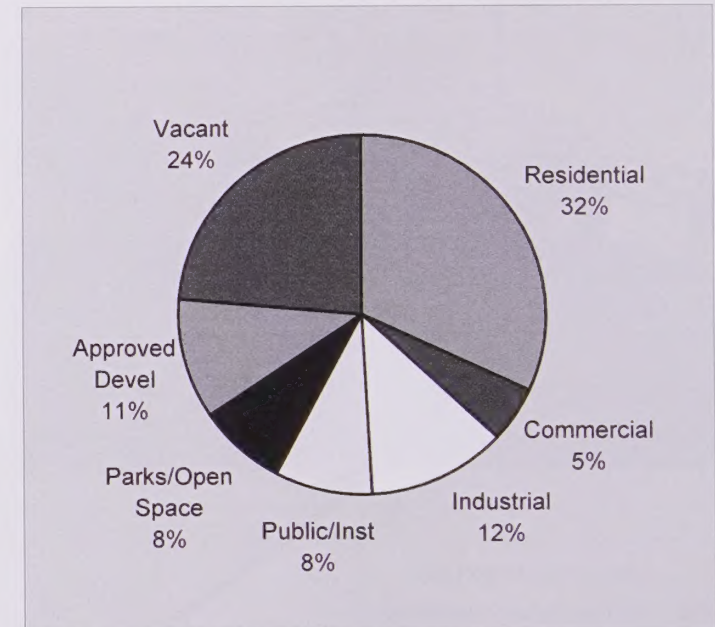
Table 2-1
Existing Land Area Distribution, Pittsburg Planning Area, 1998

Land Use	City Acreage	Percent of City Acreage	Total Acreage	Percent of Total Acreage
City of Pittsburg			7,700	28 %
Residential	2,450	32 %		
Commercial	400	5 %		
Industrial	940	12 %		
Public/Institutional/Utility	650	8 %		
Parks/Open Space	610	8 %		
Approved Development	830	11 %		
Vacant	1,820	24 %		
Bay Point Unincorporated Area			2,300	8 %
Wetlands / Suisun Bay			6,760	25 %
Southern Hills			8,930	33 %
Streets / Roadways			1,600	6 %
Total Planning Area			27,300	100 %

Source: Dyett & Bhatia, 2000.

Residential and industrial uses are dominant in the developed portions of the Planning Area. As Chart 2-1 shows, residential uses comprised 32 percent of the City's land area in 1998. Approximately 12 percent of the City was occupied by industrial uses, primarily in the northeastern parts of Pittsburg. Commercial uses, encompassing five percent of the City's land area, were located principally along major transportation corridors such as Railroad Avenue and State Route 4. A total of 60 percent of the Planning Area (16,300 acres) consists of open spaces areas, including City parks, Suisun Bay wetlands, and grassy southern hills.

Chart 2-1
Existing Land Area Distribution, City of Pittsburg, 1998



Source: Dyett & Bhatia, 2000.

Residential Development

With over a century of development, residential neighborhoods in Pittsburg represent a wide range of development patterns, ranging from traditional neighborhoods with a gridiron block pattern, such as Central Addition, to the emerging commuter neighborhoods at the City's fringe. The more recently developed neighborhoods, especially at the City's southern fringe, are typified by suburban-style residential development – large expanses of residential subdivisions with little or no other uses, with a layout dominated by cul-de-sacs and few through-streets, and often built within peripheral walls. Because grocery stores and other commercial uses are limited to Railroad Avenue and East Leland Road, Pittsburg's emerging residential neighborhoods are located at increasing distances from basic shopping facilities.

A wide range of housing types—single-family homes, multifamily units, and mobile homes—are present in the City. With 17,770 housing units on 2,450 net acres, the average residential density in Pittsburg in 2000 stands at 7.2 housing units per net acre. Low Density Residential uses, occupying 2,080 acres, comprise about 85 percent of the land area devoted to residential uses in the City. Higher density residential sites are scattered throughout the City; those south of State Route 4 generally take the form of large residential complexes five acres or greater in size.

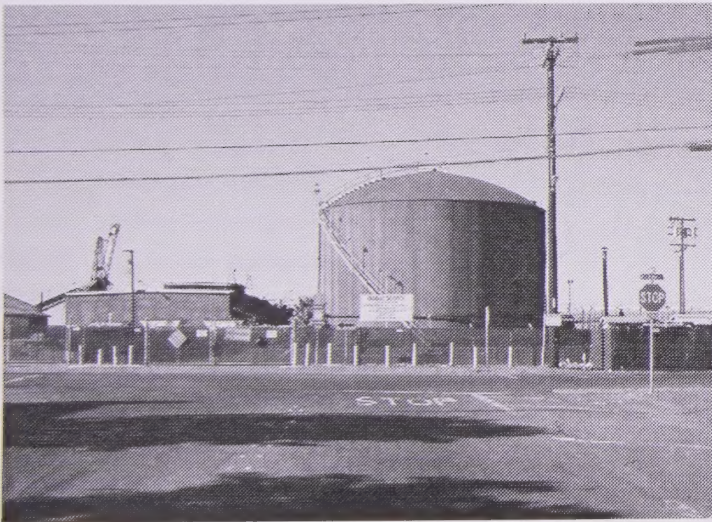


Commercial Development

In addition to Downtown, commercial uses are concentrated along the City's major transportation corridors: Railroad Avenue, Leland Road, Loveridge Road, and State Route 4.

- *Downtown Commercial.* Once the center of commerce in Pittsburg and Contra Costa County, commercial activity in Downtown has decreased in the last several decades. Although retail sales along Railroad Avenue and State Route 4 have captured a larger market with retail chain and value-oriented centers, such as WalMart and Home Depot, the Downtown continues to feature specialty retail and service uses.

- *Community Commercial.* Many of Pittsburg's community shopping centers are located along Railroad Avenue, south of State Route 4. Few neighborhoods in the City are within a five- to ten-minute walk (1/4 mile-1/2 mile) of a major grocery store.
- *Regional Commercial.* Larger-scale warehouse and big-box retail centers are concentrated in the State Route 4 corridor, between Loveridge and Somersville Roads.
- *Business Commercial.* Only 64 acres in the City are currently devoted to business and office uses. Generally, office uses in Pittsburg are either intermixed with other commercial businesses or serve as buffers between busy arterials and residential neighborhoods. The City currently does not have any large-scale office developments.
- *Service Commercial.* Service commercial areas often feature automobile repair, contractors' services, and other heavy maintenance activities. Service commercial areas within the City include: East Tenth Street in Downtown; West Tenth Street, west of Downtown; Harbor Street, south of State Route 4; and Pittsburg-Antioch Highway, north of Century Boulevard.



Industrial Development

Pittsburg is known for its steel, petroleum, and chemical industries. Originally located along New York Slough to facilitate shipping, industrial uses continue to dominate the waterfront. Major manufacturing operations such as USS-Posco and the Dow Chemical plant are located along the eastern waterfront, while the Mirant (formerly PG&E) power plant, a visual landmark, dominates the western waterfront. Physical and visual buffering between industrial facilities and residential neighborhoods continues to be a major issue.

TRANSIT-ORIENTED DEVELOPMENT (TOD)

The concept of transit-oriented development (TOD) is based on the assumption that small, dense urban districts near transit platforms will result in greater transit ridership. The City's Downtown maintains the potential for TODs, as bus routes are expanded and concentrated within Downtown neighborhoods. The City's

BART stations also present tremendous opportunity for TOD, because of the system's connectivity to employment and housing centers throughout the region.

Pittsburg/Bay Point BART Station Specific Plan

The Pittsburg/Bay Point BART Station opened in fall of 1996, becoming the eastern terminus of BART's Concord line. Shortly thereafter, the Pittsburg/Bay Point BART Station Area Specific Plan was written to facilitate continued orderly growth of the station area, stimulate revitalization activities in the unincorporated Bay Point community, and capitalize on special opportunities presented by the presence of a BART Station. The Specific Plan Area consisted of approximately 295 acres of land that are adjacent to the Station or along major access routes to the Station. Major components emphasized in the Specific Plan included Land Use, Circulation, Urban Design, and Implementation. Development proposals will be reviewed based on the merits of their plans to meet the broad goals of providing housing, office, and commercial activities.

The policies throughout the Specific Plan facilitate creation of a high intensity mixed use area in the immediate vicinity of the BART Station, with the intention of serving residents as well as BART commuters. Land Use policies focus on new development ideas as well as redevelopment and revitalization of existing land uses in order to take advantage of the Station Area's unique transportation opportunities and advantages, and to ensure a high quality environment for residents. Circulation policies balance local and regional circulation needs, while prioritizing local needs in terms of traffic circulation, access to transit, and pedestrian and bicycle circulation. In particular, such policies encouraged greater accessibility to transit and non-automotive travel. The Urban Design Element focuses on establishing a cluster of mixed-use neighborhoods around the BART Station, and linking these and nearby neighborhoods in order to establish a sense of cohesion and identity. This section of the Specific Plan consists of a series of concepts (such as a Transit Plaza, a Linear Park, and a Neighborhood Commercial District) that will achieve various urban design and other Specific Plan objectives.

The City and BART have also proposed an extension of the current rail line to Railroad Avenue. Should this proposal move forward, the City will have the opportunity to develop a specific plan for the Railroad Avenue BART station area, with a dense mix of compatible land uses and transit-oriented design regulations.

GROWTH AND ANNEXATION

Since the 1988 General Plan was adopted, Pittsburg has witnessed six major expansions of its City boundaries, totaling approximately 2,780 acres:

- *Northeast River subarea.* In 1990, 1,170 acres were annexed for industrial development;
- *West Central subarea.* In 1991, 190 acres were annexed for construction of a mobile home park;
- *Buchanan subarea.* In 1997, 160 acres of Highlands Ranch were annexed for residential development;
- *Southwest Hills subarea.* In 1990, 1,030 acres were annexed for the San Marco project. In 1992, 130 acres were annexed along the western municipal boundary. Then in 1996, 100 acres were annexed south of Oak Hills.

As part of the 1996 Contra Costa County General Plan, the County delineated an Urban Limit Line (ULL) to identify areas appropriate for urban expansion and preserve open space in the southern hills. However, the County ULL does not reflect topographic or environmental constraints. Recently (year 2000) the County amended its ULL, removing several hundred acres of the southern hills from planned urban growth areas. This General Plan seeks to define appropriate limits for urban growth based on land use considerations and environmental and topographic constraints.

Major Development Projects, 2000

The City has a substantial inventory of residential projects with development approvals, as well as several planned commercial and industrial complexes. The two largest residential projects – San Marco and Alves Ranch – are both located in

the Southwest Hills subarea. A total of 3,500 housing units are in the pipeline. Business and Community Commercial districts are also planned for the southeastern portion of the City along State Route 4, within the proposed San Marco and Alves Ranch projects. Two major industrial projects are located along the industrial waterfront area – Los Medanos Energy Facility and Delta Energy Facility.

PLANS AND PROGRAMS OF ADJACENT JURISDICTIONS

Pittsburg lies adjacent to the Planning Area boundaries of three nearby cities in Contra Costa County: Concord, Antioch, and Clayton. Several long-range planning policies in Concord and Antioch may have an affect on Pittsburg. In Concord, plans for conversion of the Naval Weapons Station to civilian uses may directly impact Pittsburg because of the facility's size and proximity to Pittsburg. However, the Weapons Station Restricted Federal Easement, an area surrounding weapons bunkers with the potential for critical damage, overlaps a small portion of the Pittsburg Planning Area. This easement in the southern hills prohibits construction of all development, including infrastructure and roadways. In addition, potential business park and regional commercial development in west Concord may affect Pittsburg, by saturating the commercial development market and increasing the amount of traffic on State Route 4.

The eastern half of the former Chevron Property, located adjacent to Pittsburg at Buchanan and Somersville Roads, is currently an unincorporated parcel within Antioch's SOI. Nevertheless, this 193-acre area has been historically considered part of Pittsburg.

Bay Point, a community in Pittsburg's Sphere of Influence, has expressed a desire to incorporate. In light of this, land uses in this General Plan either reflect existing uses for the area or are consistent with the adopted County General Plan. The incorporation of Bay Point would likely have little effect on Pittsburg, as there are no major shopping or employment centers within the small, unincorporated community.

2.2 GENERAL PLAN DIAGRAM AND USE CLASSIFICATIONS

GENERAL PLAN LAND USE FRAMEWORK

General Plan Diagram

The land use framework of the General Plan is embodied in the General Plan Diagram (Figure 2-2), which is a graphic representation of the themes and policies in the Plan. A calculated distribution of land use acreages, according to the General Plan Diagram, is shown in Table 2-2. The General Plan Diagram designates the proposed general location, distribution, and extent of land uses through buildout, which is expected by about 2020. As required by State law, land use classifications, shown as color/graphic patterns, letter designations, or labels on the Diagram, specify a range for housing density and building intensity for each type of designated land use. These density/intensity standards allow circulation and public facility needs to be determined; they also reflect the environmental carrying-capacity limitations established by other elements of the General Plan.

The Diagram is to be used and interpreted only in conjunction with the text and other figures contained in the General Plan. The legend of the General Plan Diagram abbreviates the land use classifications described below, which represent an adopted part of the General Plan. The General Plan Diagram is not necessarily parcel-specific, and uses on sites less than one acre in size are generally not depicted on the Diagram. The interpretation of consistency with the General Plan on sites less than one acre in size will be done through the Zoning Ordinance and the Zoning Map.

Land Use Framework Guiding Principles

The General Plan Diagram embodies several ideas and principles. These include:

- *Compact urban form.* All growth, with the exception of the Bay Point unincorporated community and a small amount of clustered low-density residential hillside development, is contiguous to existing City limits.

- *Promotion of Downtown as a focus of activity.* Plan policies seek to increase Downtown population, as well as non-residential activity, to enhance vitality and provide a market for commercial uses. Policies that promote development standards that build on Downtown's traditional urban pattern are identified.
- *Modulated development intensities that reflect accessibility.* Development intensities are modulated to reflect accessibility to transit and services. The General Plan designates highest intensities in Downtown and around the Pittsburg/Bay Point BART Station, and lowest intensities in the constrained hillside areas.
- *Promotion of infill development.* In order to minimize encroachment into the hillsides, reverse and prevent blight, promote economic development, and efficiently provide services, the Plan encourages use and revitalization of vacant and underutilized sites. These include areas in and around Downtown (West Tenth Street and Harbor Street), around Railroad Avenue and East Leland Road, the Pittsburg/Bay Point BART station, and complementary and viable uses on vacant sites in existing neighborhoods.
- *Increased connectivity between and within neighborhoods.* Major arterial streets are designated to result in increased connectivity between neighborhoods in different subareas. In addition, policies for locating local streets are included to ensure neighborhood-level connections while providing flexibility to project developers.
- *Designation of mixed-use and pedestrian-oriented activity centers.* New neighborhood centers are envisioned in the form of mixed-use pedestrian-oriented centers. Designated centers include the area surrounding the West Leland Road/San Marco Boulevard intersection. In addition, mixed-use or multi-use development is encouraged surrounding the proposed location of Railroad Avenue BART Station, between East Leland Road and State Route 4.

- *Increased diversity in housing types.* The General Plan seeks to expand the range of housing types currently available in Pittsburg through designation of sites for low-density hillside development, as well as higher-density residential development in selected locations. This allows for a diverse range of housing opportunities for residents of different social/economic sectors. Plan policies also provide for increased flexibility in single-family development by encouraging small-lot (Downtown and arterial corridors) or executive-style and custom/estate (Southern Hills) housing design.
- *Protection of ridgelines and creeks, and expansion of the trail and park network.* The General Plan identifies major and minor ridgelines, and establishes development guidelines to protect them. Additionally, the Plan identifies a network of open space along creeks in new growth areas that will be realized over time. These open space areas will also facilitate development of a network of bikeways and pedestrian trails.
- *Flexibility and mixed-use areas.* To provide flexibility and encourage mixed-use development, the use and intensity regulations provide variable development standards and incentives for mixed-use development in locations such as Downtown and neighborhood centers.

DENSITY/INTENSITY STANDARDS

The General Plan establishes density/intensity standards for each use classification. Residential density is expressed as housing units per gross acre. Gross acreage includes all identified areas within the specific land use designation, including public and/or private streets and other rights-of-way or easements. Gross acreage is measured to the centerline of any abutting peripheral street (not including State Route 4).

Maximum permitted ratio of gross floor area to site area, called Floor Area Ratio (FAR), is specified for non-residential uses. FAR is a broad measure of building bulk that controls both visual prominence and traffic generation. It can be clearly translated to a limit on building bulk in the Zoning Ordinance and is independent of the type of use occupying the building.

Table 2-2
General Plan Distribution, Pittsburg (not including Bay Point)

<i>Land Use Category</i>	<i>Total Acres</i>
Residential	
Hillside Low Density	693
Low Density	2,406
Medium Density	340
High Density	290
Downtown Low Density	56
Downtown Medium Density	94
Downtown High Density	24
Commercial	
Regional Commercial	209
Community Commercial	189
Business Commercial	390
Downtown Commercial	12
Marine Commercial	56
Service Commercial	91
Industrial	1,412
Parks	2,756
Open Space	9,092
Public / Institutional	468
Utility ROW	1,001
Grand Total	19,580

Source: Dyett & Bhatia, 2000.

Density (housing units per gross acre) and intensity (FAR) standards are for gross developable land (that is, including streets and other rights-of-way), but excluding areas subject to physical or environmental constraints, which include ridgelines and steep hillside slopes, creek corridors and floodways, and areas dedicated for greenways or habitat protection.

The Zoning Ordinance could provide specific exceptions to the FAR limitations for uses with low employment densities, such as research facilities, or low peak-hour traffic generation, such as a hospital. Intensity standards for non-residential and mixed-use development are for the entire development site; that is, intensities on individual parcels may exceed the maximum, provided the overall development project does not exceed the stipulated intensity.

Maximum Density/Intensity Not Automatic

The density/intensity standards do not imply that development projects will be approved only at the maximum density or intensity specified for each use. Zoning regulations consistent with General Plan policies and/or site conditions may reduce development potential within the stated ranges. Examples of conditions that may limit attainment of the maximum densities/intensities include, but are not limited to:

- Development standards established in the Zoning Ordinance (such as for heights and setbacks, or minimum habitable space) may limit building size;
- The Zoning Ordinance and Zoning Map may break down a single General Plan land use classification into two or more districts with intermediate maximums; and
- The Zoning Ordinance may establish intermediate maximum densities/intensities, with attainment of the General Plan maximum subject to specific performance, design, or other criteria.
- Site constraints due to environmental hazards, infrastructure limitations, and/or compatibility with neighborhood land uses may place limitations on the size and/or density of projects.

Additionally, density bonuses provided to development projects for provision of public facilities, infrastructure, or services beyond that which is required may allow development in excess of stated General Plan densities and FARs. Gross density standards and assumed averages for residential categories are listed in Table 2-3. Design standards specified in the Urban Design Element and/or the Zoning Ordinance should also be consulted in addition to the density/intensity standards in this element.

LAND USE CLASSIFICATION SYSTEM

The classifications in this section are meant to be broad enough to give the City flexibility in implementing policy, but clear enough to provide sufficient direction to carry out the General Plan. The City's Zoning Ordinance contains more detailed provisions and standards to implement these classifications. More than one zoning district may be consistent with a single General Plan land use classification.

Additionally, the General Plan designates three distinct areas within Pittsburg as "mixed-use areas." A mixed-use area provides for an integrated mix of land uses in appropriate locations, including retail, office, service, higher density residential, recreation, and/or transit uses. There is not a mixed-use land use classification; however, these districts are described in Chapter 4: Urban Design (Section 4.4: Mixed-Use Areas).

Residential

Seven residential land use classifications—including three for Downtown—are established to provide for development of a full range of housing types (mixed-use classifications that permit residential uses are included later in this section). Densities are stated as the number of housing units per gross acre of developable land (defined as the horizontal land area of the parcel's land use classification to the centerline of any abutting street), provided that at least one housing unit may be built on each existing legal parcel designated for residential use.

Development would be required within the density range (both maximum and minimum) stipulated in the classification. Second units (accessory dwellings)

Table 2-3
Standards for Density and Development Intensity

<i>Land Use Category</i>	<i>Residential Density (du/acre) Range</i>	<i>Floor Area Ratio (FAR) Maximum</i>
Residential		
Hillside Low Density Residential	< 5	n/a
Low Density Residential	1 - 7	n/a
Medium Density Residential	7 - 14	n/a
High Density Residential	14 - 25	n/a
Downtown Low Density	5 - 12	n/a
Downtown Medium Density	12 - 18	n/a
Downtown High Density	18 - 30	n/a
Commercial*		
Regional Commercial	n/a	0.5
Community Commercial	n/a	0.4
Business Commercial	n/a	1.0
Downtown Commercial	Table 5-2	Table 5-2
Marine Commercial	n/a	0.5 - 1.5
Service Commercial	n/a	0.5
Industrial		
General Industrial	n/a	0.5

* Higher FARs are allowed in mixed-use commercial areas; see Section 2.5: Planning Subarea policies.

Source: *City of Pittsburg; Dyett & Bhatia, 2000.*



permitted by local regulation and State-mandated density bonuses for provision of affordable housing are in addition to densities otherwise permitted.

Assumed average densities listed are used to calculate probable housing unit and population holding capacity. Neither the averages nor the totals constitute General Plan policy. Population densities corresponding to the housing unit densities can be obtained by multiplying each housing unit by 3.0, the average projected Pittsburg household size in 2020, according to the Association of Bay Area Governments' (ABAG) Projections '98.

Hillside Low Density. Single-family (attached or detached) residential development in the southern hills built at a density of less than 5 less than 5 units per gross acre. Maximum densities should be allowed only in flatter natural slope areas or non-environmentally sensitive level areas. An open, natural character should be encouraged by clustering homes and minimizing cut-and-fill of natural hillsides. The average density assumed for General Plan buildout calculations in this classification is 3 units per gross acre.

Low Density. Single-family residential units built at a density of 1 to 7 units per gross acre. Typical lots would be 6,000 square feet; Planned Developments may permit lots smaller than 6,000 square feet, if the proposed development meets specified community design standards in specific neighborhoods, such as Downtown, to promote compact development. This classification is mainly intended for detached single-family dwellings, but attached single-family units in selected or all areas may be permitted, provided that each unit has ground-floor living area, and private or common outdoor open space. The average density assumed for General Plan buildout calculations is 6 units per gross acre.

Medium Density. Housing at densities from 7 to 14 units per gross acre. Dwelling types may include one or two story garden apartments, townhouses, and attached or detached single-family housing. Planned Developments (PDs) may include attached, zero lot-line, or small-lot detached residential units. The average density assumed for General Plan buildout calculations is 12 units per gross acre.

High Density. Residential development at densities ranging from 14 to 25 units per gross acre. Twenty-five percent density bonuses (to a maximum of 32 units per

gross acre) are available for projects fulfilling State criteria for affordable housing (Government Code § 65915) or located within one-quarter mile of a fixed-guideway transit (BART) station. Subject to design review by the Planning Commission, additional discretionary density increases up to a maximum of 40.0 units per gross acre may be granted to projects that fulfill community objectives. Density allowances up to 65 units per gross acre or as approved by the Specific Plan are allowed on parcels within the Pittsburg/Bay Point BART Station Area. A wide range of housing types, from single-family attached units to multi-family complexes are permitted. The average density assumed for General Plan buildout calculations is 20 units per gross acre.

Downtown Low Density. Housing densities from 4 to 12 units per gross acre. Dwelling types may include attached or detached single-family housing and townhouses. The average density assumed for General Plan calculations is 8 units per gross acre.

Downtown Medium Density. Residential development at densities ranging from 12 to 18 units per gross acre. Dwelling types may include attached or detached single family townhouses, garden apartments, and other forms of multi-family housing. The average density assumed for General Plan buildout calculations is 16 units per gross acre.

Downtown High Density. Residential development at densities ranging from 18 to 30 units per gross acre. New high-density projects within Downtown should have transit-oriented amenities (such as covered bus stops at project entrance) and reduced parking requirements to encourage use of alternative modes of transportation. Consideration may be given to allow up to a 25 percent density bonus for projects with affordable housing or housing for elderly residents. The average density assumed for General Plan buildout calculations is 24 units per gross acre.

Commercial

Six commercial land use designations are established; each of these serves a specific purpose, accommodating a broad range of uses.



Regional Commercial. Provides commercial acreage for large-scale retailers and big-box retail centers, such as Home Depot, Best Buy, and auto dealerships, designed to attract shoppers from a wide market area. The maximum non-residential Floor Area Ratio (FAR) is 0.5. The Zoning Ordinance will provide adequate sites for regional commercial uses to ensure visibility and access from major transportation corridors, such as State Route 4, which are necessary for establishing a regional clientele.

Community Commercial. Intended to provide sites for retail shopping areas (primarily in shopping centers) containing a wide variety of businesses, including retail stores, eating and drinking establishments, commercial recreation, service stations, automobile sales and repair services, financial, business and personal services, motels, educational and social services. The maximum non-residential FAR is 0.4. The Zoning Ordinance may limit certain commercial areas to neighborhood stores or non-automotive establishments.

Downtown Commercial. Accommodates specialty retail, personal services, restaurants, offices, financial organizations, institutions, and other businesses serving the daily needs of Downtown residents. Upper-story residential and mixed commercial/residential ground-floor uses are permitted at unlimited densities, subject to appropriate design standards. Limitations on the size and location of parking, coupled with building orientation and design standards, will ensure that a pedestrian-oriented environment is created. A detailed discussion of Downtown land uses is located in Chapter 5: Downtown.

Business Commercial. Intended to provide sites for administrative, financial, business, professional, medical, research and development, and public offices, as well as custom manufacturing, limited assembly, light manufacturing, warehousing and distribution, and support commercial uses. The maximum non-residential FAR is 1.0. The Zoning Ordinance will identify areas appropriate for office/business uses vs. industrial parks. Limits on retail activities will be specified in the Zoning Ordinance, in addition to potential specific locations for hospitals, extended care and other similar facilities. Development standards and buffering requirements will prevent significant adverse affects on adjacent residential uses.

Marine Commercial. Business and professional services, offices, convenience sales, restaurants, public marketplaces, repair services, specialty retail (such as boat sales and repair), hotel/motel with a coastal orientation, recreational facilities, research and development, custom manufacturing, and marinas are all accommodated. Maximum FAR is 0.5 for retail, recreation facilities, marinas, and eating and drinking establishments, 1.0 for offices, and 1.5 for hotels.

Service Commercial. Intended to provide sites for commercial business not appropriate in other commercial areas because of high volumes of vehicle traffic and potential adverse impacts on other uses. The maximum non-residential FAR is 0.5. Allowable uses include automobile sales and services, building materials, nurseries, equipment rentals, contractors, wholesaling, warehousing, storage, and similar uses. Offices, retail uses, restaurants, and convenience stores should be allowed as ancillary uses.

Industrial

Manufacturing, wholesale, warehousing and distribution, commercial and business services, research and development, and storage uses are permitted, in addition to agricultural, food and drug, and industrial processing. Only small restaurant and ancillary commercial uses would be appropriate, subject to appropriate design standards. The maximum FAR is 0.5, and increases in the maximum FAR may be permitted up to 0.8, for uses with low employment intensities. Performance standards in the Zoning Ordinance will minimize potential environmental impacts.

Public/Institutional

Intended to provide for schools, government offices, transit sites, public utilities, and other facilities that have a unique public character. Religious facilities are not called out separately on the General Plan Diagram; these facilities may or may not be specifically delineated on the Zoning Map.



Parks/Recreation

Provides for parks, recreation complexes, community fields, public golf courses, stadiums, and greenways. Local and regional trail network is also accommodated. Ancillary facilities such as concession stands, clubhouses, and equipment rental are also allowed.

Open Space

Much of the City's Planning Area is rural privately-owned land that falls within the open space designation. This classification accommodates any greenbelts and/or urban buffer areas that may be designated in the future. Greenbelts are open space, parkland, and agricultural areas located outside urban areas, as opposed to urban parks located within developed areas. Generally, there are two primary criteria that identify lands as open space:

- *Resource Conservation.* Includes sites with environmental and/or safety constraints, such as riparian corridors, sensitive habitats, and wetlands. Development is limited to one housing unit per existing legal parcel, and no construction is allowed on land within the parcel that is unsuitable for development.
- *Agriculture and Resource Management.* Includes orchards and cropland, grasslands, incidental agricultural or related sales, and very low-density rural residential areas, not to exceed one housing unit per 20 acres. One housing unit may be built on each existing parcel, and agriculture is allowed with fewer restrictions on keeping animals than in the residential classifications.

Permitted residential development may be clustered in locations with little or no environmental constraints. However, land area with this designation is not to be used in calculating allowable development.

2.3 GENERAL PLAN BUILDOUT

Development consistent with the General Plan resulting from application of assumed average densities and intensities is described in Tables 2-4 and 2-5. The time at which full development (“buildout”) will occur or areas where redevelopment may occur are not specified in or anticipated by the Plan. Designation of a site for a certain use does not necessarily mean that the site will be built/redeveloped with the designated use over the Plan horizon.

BUILDOUT POPULATION

Buildout of the General Plan, at the assumed densities shown in Table 2-4, will result in approximately 29,300 housing units located within the City limits. An estimated population of 83,600 will reside within the City limits, while approximately 15,700 people will live within Bay Point by 2020; resulting in a total Planning Area population of 99,300¹. Nearly 9,000 housing units are proposed within City limits (which includes the San Marco development), in addition to 1,300 units approved as of 1999.

BUILDOUT EMPLOYMENT

Buildout of all commercial and industrial sites within the Planning Area would result in approximately 9.2 million square feet of commercial space and 10.5 million square feet of industrial space. This increase in non-residential building area, in conjunction with increased populations and business expansion throughout East County, will result in a total of 33,500 commercial jobs and 11,700 industrial jobs at buildout (see Table 2-5).

¹ City of Pittsburg buildout projections based on land use development assumptions (see Table 2-4), while Bay Point buildout projections based on LUIS 99 Contra Costa County TAZ Estimates.

Table 2-4
Population and Housing: General Plan Buildout, Pittsburg Planning Area

	<i>Housing Units</i>	<i>Population</i>	<i>Employed Residents</i>
City of Pittsburg			
Existing	19,100	54,300	25,000
Approved	1,300	3,700	1,700
Proposed	9,000	25,600	11,800
Subtotal	29,300	83,600	38,500
Bay Point			
Existing	6,200	15,000	8,000
Proposed	300	700	400
Subtotal	6,500	15,700	8,400
Total Planning Area	35,800	99,300	46,900

Note: Items may not sum to total due to independent rounding.

Assumptions:

City of Pittsburg = Housing Units based on Pittsburg General Plan GIS database; Population based on 3 persons per household and 5 % vacancy; Employed Residents based on 46% of population.

Bay Point = Housing Units, Population, and Employed Residents based on LUIS 99 Contra Costa County TAZ database.

Source: Dyett & Bhatia, 2001.

Table 2-5
Employment: General Plan Buildout, Pittsburg Planning Area

	<i>Commercial Sq Ft</i>	<i>Commercial Jobs</i>	<i>Industrial Sq Ft</i>	<i>Industrial Jobs</i>	<i>Total Jobs</i>
City of Pittsburg					
Existing	4,062,000	14,800	4,232,000	4,700	19,500
Approved	1,531,000	5,600	491,000	500	6,100
Proposed	3,141,000	11,400	2,581,000	2,900	14,300
Subtotal	8,734,000	31,800	7,304,000	8,100	39,900
Bay Point					
Existing	413,000	1,500	2,925,000	3,300	4,800
Proposed	59,000	200	261,000	300	500
Subtotal	472,000	1,700	3,186,000	3,500	5,300
Total Planning Area	9,206,000	33,500	10,490,000	11,700	45,100

Note: Items may not sum to total due to independent rounding.

Assumptions:

City of Pittsburg = Commercial and Industrial Sq Ft based on City's GIS database; Commercial Jobs based on 275 sq ft per employee; Industrial Jobs based on 900 sq ft per employee.

Bay Point = Commercial and Industrial Jobs based on LUIS 99 database; Commercial Sq Ft based on 275 sq ft per employee; Industrial Sq Ft based on 900 sq ft per employee.

Source: Dyett & Bhatia, 2001.

2.4 CITY-WIDE LAND USE POLICIES

GOALS: LAND USE

- 2-G-1 *Maintain a compact urban form within the City's projected municipal boundary. Ensure that hillside lands not environmentally suitable for development are maintained as open space.*
- 2-G-2 *Promote large-scale office/business development, and reserve sites for Business Commercial uses in designated locations accessible from regional transportation systems.*
- 2-G-3 *Emphasize concentrated commercial development, rather than linear commercial strips.*
- 2-G-4 *Provide a range of development intensities, with the highest intensities in Downtown and in areas accessible to transit and services, and lower intensities in hillsides and at the City's southern edge.*
- 2-G-5 *Promote a diversity of housing types, including opportunities for hillside estate development, as well as smaller lot, infill, and high-density housing.*
- 2-G-6 *Maintain programs and provide incentives for use of vacant infill land and reuse and revitalization of underutilized sites.*
- 2-G-7 *Promote flexibility and diversity in land use arrangements, including mixed-use development in appropriate areas.*
- 2-G-8 *Ensure that hillside development enhances the built environment, improves safety through slope stabilization, is respectful of topography and other natural constraints, and preserves ridgelines and viewsheds.*
- 2-G-9 *Exercise leadership in securing development and preserving open space consistent with the General Plan in portions of the Planning Area that will ultimately be inside the city boundaries.*

POLICIES: LAND USE

The policies in this section address city-wide land use strategies, Section 2.5 applies to specific sub-areas. *For Downtown policies, see Chapter 5: Downtown. For parks, recreation, and open space policies, see Chapter 8: Youth and Recreation.*

Growth Boundaries and Procedures

- 2-P-1 *Review the City's Sphere of Influence (SOI) every 5 years. Ensure necessary annexation and Sphere of Influence changes through coordination with the County and Local Agency Formation Commission (LAFCo), according to the 10- and 20-year goals illustrated in Figure 2-3.*

Changes to the City's Sphere of Influence (SOI) are shown in Figure 2-3. The figure shows several areas where the City's SOI would be expanded: the area between Bailey Road and the Concord Naval Weapons Station, and the area east of the PG&E transmission line corridor and Kirker Pass Road. Both of these areas are proposed exclusively for clustered low-density hillside development.

- 2-P-2 *Update the City's Zoning Ordinance and Subdivision Regulations for consistency with the General Plan, including the General Plan Diagram.*

This revision would include:

- Establishing new base districts, consistent with the land use classifications in the General Plan;
- Revamping regulations to ensure well-designed hillside development;
- Considering use of new overlay districts for environmental protection, new review processes, and mixed-use and specific plan areas; and
- Drafting new development regulations that reflect policy direction contained throughout the General Plan, including planning sub-area standards.

- 2-P-3 *Allow market forces, the status of agricultural preserve (Williamson Act) contracts, and the availability of urban services determine the timing of annexation or development expansion into the hillsides.*
- 2-P-4 *Consider amendments to the current SOI for properties along the eastern and western edges of the City, to take advantage of providing City services for the development of adjacent vacant lands.*

The undeveloped Chevron East site has historically been considered part of Pittsburg, and is a logical extension of the Highlands Ranch development. Developable sites west of Bay Point can also be served by extending existing City services.

Planned Development and Compatibility

- 2-P-5 *Undertake planned development as a means to achieve high community design standards, not to circumvent development intensity standards.*

Planned Development (PD) zoning has been used fairly extensively in the City. While the use of PD regulations in itself is not a problem, the PD mechanism should not be a vehicle to circumvent policies, regulations, and standards embodied in the General Plan and the Zoning Ordinance.

- 2-P-6 *Ensure provision of community amenities within planned development projects, including parks and recreation facilities, streetscaping and pedestrian paths, transit facilities, parking areas, and public safety facilities. Ensure construction of amenities at a time that is in balance with the needs of the development.*
- 2-P-7 *During development review, consider project compatibility with existing surrounding land uses. Ensure that sensitive uses—such as residences, schools, and parks—are not subject to hazardous or unhealthy conditions.*

Land use compatibility occurs when a land use exists and functions without creating a nuisance, hazardous, or unhealthy condition with adjacent land uses.

- 2-P-8 *In the case of resident and/or business displacement due to redevelopment activities, provide tenants/property-owners with fair market values and moving costs.*

Commercial and Industrial Development

- 2-P-9 *Allow development of residential uses in transition areas where real estate interest in industrial land adjacent to existing or planned residential areas has diminished. However, ensure project design avoids potential activity conflicts.*

- 2-P-10 *Reserve sites for Business Commercial uses, including but not limited to:*

- *Along State Route 4, focused at the Willow Pass Road/San Marco Boulevard interchange and Loveridge Road interchange;*
- *Adjacent to the Pittsburg/Bay Point BART Station;*
- *Between Willow Pass Road and the BNSF Railroad tracks, west of Downtown; and*
- *Along Harbor Street, between State Route 4 and East Leland Road (the proposed Railroad Avenue BART Station).*

- 2-P-11 *Do not allow sites designated for Business Commercial uses to be changed to another land use designation unless it is determined that adequate sites are available elsewhere to meet the City's office and business development objectives.*

- 2-P-12 *Discourage the conversion of existing retail and service storefronts to group assembly-type uses.*

- 2-P-13 *Ensure that buffers—including landscaping, berms, parking areas, and storage facilities—are used to separate potentially incompatible activities.*



- 2-P-14 *Locate office and other support facilities along arterial roadways to screen heavy industrial and manufacturing activities.*

Redevelopment of industrial areas should locate administrative uses along street frontage to buffer heavy industrial activities from people traveling along City roadways, such as Willow Pass Road and Pittsburg-Antioch Highway.

Residential Development

- 2-P-15 *Ensure minimum residential densities, in accordance with the ranges stipulated in this Plan.*

This would require update of the City's Zoning Ordinance to ensure consistency with the General Plan, including rezoning of sites to appropriate designations so that planned development is within the designated range.

- 2-P-16 *Develop criteria and standards for small-lot single-family residential development that:*

- *Promotes design and development flexibility;*
- *Includes design and bulk standards to ensure that development is appropriate and related to underlying lot size; and*
- *Ensures that residential development promotes a neighborhood orientation, with limitation on frontage that can be occupied by garages.*

- 2-P-17 *Maintain regulations to permit second units (accessory dwellings) in single-family residential developments in accordance with State law.*

Requirements for this are spelled out in California Government Code Section 65852.

- 2-P-18 *Limit maximum site coverage to 40 percent during approval of new and remodeled single-family residential units.*



- 2-P-19 *Limit all new multi-family housing to 30 units or more. Update the Zoning Ordinance to ensure that new multi-family projects are developed as large-scale, professionally maintained, high-density housing.*
- 2-P-20 *Revise the City's Subdivision Ordinance to encourage solar access and other energy-saving devices.*
- 2-P-21 *Revise the City's Zoning Ordinance to require undergrounding of utility service/transformer boxes, and any other type of utility boxes, in new residential subdivisions.*

If switch boxes and transformer boxes cannot be undergrounded due to physical constraints, these boxes should be placed in locations that are not visually obtrusive and screened to avoid visual blight.

Hillside Development

- 2-P-22 *Revise the City's Hillside Preservation Ordinance to reflect General Plan policy direction. Revisions may include, but are not limited to:*
- *Designating protected ridgelines, creeks, and other significant resource areas, along with daylight plane or setback standards;*
 - *Defining protected viewsheds;*
 - *Designating location and density of low-density hillside residential development based on slope stability and visual impact;*
 - *Provision of well-designed hillside projects that provide larger, family-oriented lots; and*
 - *Protection of significant ridgelines and incorporation of hill forms into project design.*
- 2-P-23 *Ensure that all General Plan policies apply to hillside land irrespective of zoning – whether Planned Development or any other base district.*

- 2-P-24 *Restrict development on minor and major ridgelines (as identified in Figure 4-2). Encourage residential construction on flatter natural slopes or non-sensitive graded areas that reduce environmental and visual impacts. Minimize cut-and-fill of natural hillsides.*
- 2-P-25 *Prohibit new development on designated ridgelines. Ensure that residential developers cluster housing units to reduce both environmental and visual impact of hillside development.*
- 2-P-26 *As a condition of approval, ensure that residential developers incorporate natural creeks as open space amenities into the design of residential neighborhoods.*
- 2-P-27 *Ensure that new hillside development utilizes fire-resistant building materials, per the Uniform Building Code. Require that all residential units adjacent to open slopes maintain a 30-ft setback with fire-resistant landscaping.*
- 2-P-28 *Minimize single-access residential neighborhoods in the hills; maximize access for fire and emergency response personnel.*
- 2-P-29 *During development review, ensure that the design of new hillside neighborhoods minimizes potential land use incompatibilities with any grazing/agricultural activities in the southern hills.*

Environmental Review

- 2-P-30 *Ensure that all Environmental Impact Reports for development projects, where required and necessary, be prepared by City staff or staff-approved and -managed consultants. However, require project proponents to pay for all consultant services associated with environmental review.*

California Public Resource Code Section 21082.1 requires that a Draft EIR be prepared directly by or under contract to the lead agency; this includes traffic modeling and geo-technical studies for project EIRs and program EIRs.

- 2-P-31 *Encourage private developers to conduct geo-technical and biological studies prior to filing project applications to ensure environmentally sensitive project layout and design.*

2.5 PLANNING SUBAREAS

The City's subareas are defined geographically, following either major transportation routes—such as State Route 4 or the BNSF railroad—or City/neighborhood boundaries. Figure 2-4 shows the subareas, and Table 2-2 presents the land use distribution for each subarea by generalized use categories.

Subareas 1-11 are within existing City limits, while subareas 12-16 include the Bay Point Community and unincorporated lands outside of Pittsburg's Sphere of Influence. With the exception of Downtown and East Leland, the subareas are generally dominated by one land use type. A description of the subareas follows:

1. *Downtown.* Retail and commercial office uses line Railroad Avenue, north of East Tenth Street. Service commercial uses are located along East Tenth Street, the old County highway. Residential neighborhoods surround the commercial corridors, with newer, higher density developments located near the waterfront. Downtown is discussed in greater detail in Chapter 5.
2. *Northeast River.* Northeast River is characterized by large-scale heavy industrial operations and vacant land. USS-Posco, Dow Chemical, and the Delta Diablo Wastewater Treatment Plant are some of the facilities located in this subarea. Wetlands comprise a small portion of the northeastern corner where Kirker Creek meets the Sacramento River. Browns Island, located across New York Slough, is a Regional Shoreline Preserve.
3. *Loveridge.* Large industrial uses and vacant sites constitute a majority of Loveridge, adjacent to the Loveridge Road/State Route 4 interchange. A variety of land uses line East Leland Road, including a community commercial center, business commercial complex, service commercial node, and several multi-family housing developments. Between the BNSF railroad tracks and State Route 4, heavy industry and business commercial parks are

planned. Land dedicated to regional commercial (big-box) retailers is concentrated along Century Boulevard.

4. *East Central.* Located east of Railroad Avenue and north of State Route 4, East Central contains some of the City's older neighborhoods; most notably the traditional Central Addition, where many industrial executives resided in decades past. Residential uses comprise more than half of the net land area. Neighborhood commercial establishments can be found on Railroad Avenue and adjacent to State Route 4, and commercial offices on Railroad Avenue and Harbor Street. Pittsburg High School is also located in this subarea.
5. *Railroad Avenue.* The City's major commercial corridor also serves as a major north-south arterial connecting Downtown to the southern City limits. Services and business commercial uses line the corridor north of State Route 4, while community commercial activities constitute the southern portion of the corridor. Pittsburg's Civic Center is also located in this subarea, along with City Park, one of the City's major recreational areas.
6. *East Leland.* Similar to Downtown, East Leland is characterized by a diverse mix of uses. However, its commercial establishments, offices, and business/industrial parks have been developed at a much larger scale, reflecting a less dense suburban land use pattern. A proposed mixed-use, business commercial node comprises nearly all land north of East Leland Road, adjacent to the proposed Railroad Avenue BART Station. Multi-family residential uses are clustered along East Leland Road and Delta De Anza Trail in the southeastern portion of the subarea. Small World Park and Los Medanos Community College are also located within the area.
7. *Buchanan.* Located along the City's southeastern boundary, the Buchanan subarea consists of many newer single-family residential subdivisions. Additionally, this subarea features a multi-unit senior community along Kirker Creek. Two parks and three schools are located here, along with a few commercial establishments. Hillside and low-density residential acreage is available for development of new up-scale neighborhoods along the southeast boundary of the Planning Area.

8. *Woodlands*. Like Buchanan, Woodlands contains many newer single-family housing developments. A small park and one elementary school serve the subarea. Clustered, low-density neighborhoods are proposed for the small valleys adjacent to Kirker Creek.
9. *West Central*. Residential neighborhoods comprise the primary use in West Central. Two small neighborhood commercial uses serve the subarea (Fountain Plaza and Parkside Market). Two mobile home parks also lie within the area, adjacent to the PG&E transmission corridor. Business commercial, services, and industrial parcels adjacent to and north of the BNSF railroad tracks have potential for redevelopment opportunities.
10. *West Leland*. West Leland is dominated by single-family residential neighborhoods, and the City's joint Golf Course/Stoneman Park recreational facility. Additional public facilities include Del Monte Community Center, an elementary school, and a new fire station.
11. *Southwest Hills*. Annexed by the City in 1990, this subarea consists primarily of undeveloped, rolling hills. However, the area is the site of the approved 640-acre San Marco residential development, which will include both low and high-density residential units. The Oak Hills and Alves Ranch residential subdivisions are also located within this subarea. Additionally, the southern hills subarea includes the San Marco Meadows and Bailey Estates projects, which are not yet annexed to the City but are located within the County ULL.

Multi-family housing developments will be concentrated along the West Leland Road corridor. A mixed-use, community commercial center at the West Leland Road/San Marco Boulevard intersection will serve nearby neighborhoods, while business commercial parks will be developed along West Leland Road. A small portion of the Pittsburgh/Bay Point BART Station Area Specific Plan area also lies within this subarea.

Unincorporated Areas

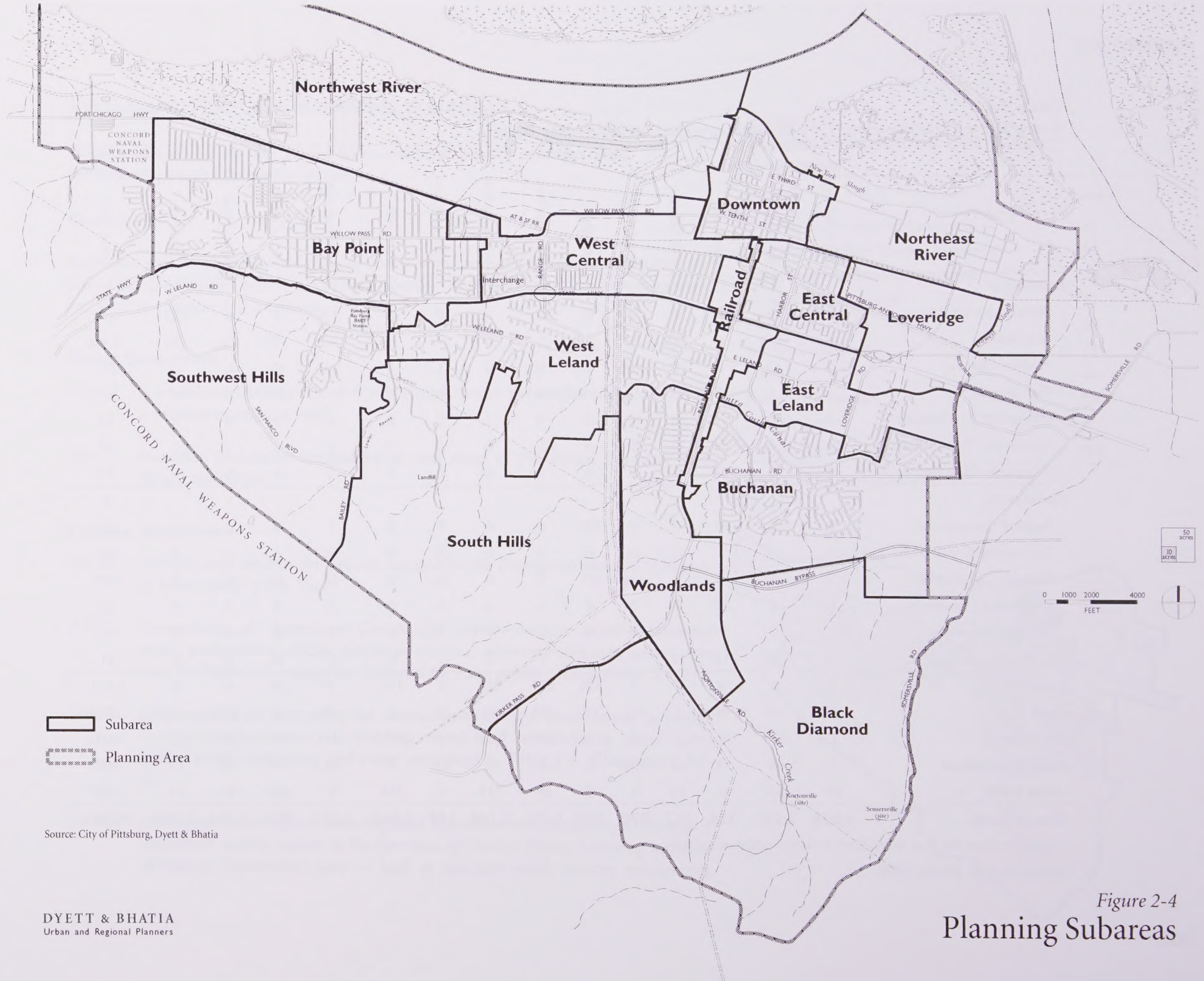
Subareas 12-15 comprise the unincorporated portions of the Pittsburg Planning Area. These areas include:

12. *Northwest River.* Two major uses are located in the Northwest River: the Mirant (previously PG&E) Power Plant, and a small portion of the Concord Naval Weapons Station. The remainder of Northwest River consists of marshland.
13. *Bay Point.* Located west of Pittsburg, the unincorporated community of Bay Point consists primarily of residential neighborhoods. Multi-family housing is concentrated along Bailey Road north of the Pittsburg/Bay Point BART Station, and commercial activities line the Willow Pass Road corridor. A large swath of industrial land lies along the railroad tracks. The Mount Diablo Unified School District operates two elementary schools within the community. The majority of the developed portion of Bay Point, while unincorporated, is nevertheless within Pittsburg's SOI and Planning Area.
14. *South Hills.* South of the City limit, South Hills consists of undeveloped, rolling hills. The Keller Canyon Landfill is in the northwestern portion of the South Hills subarea, and is surrounded by an open space buffer.
15. *Black Diamond.* Located in the far southeastern corner of the City's Planning Area, Black Diamond features undeveloped, rolling hills of primarily rural, privately-owned grazing land. The Black Diamond Mines Regional Preserve offers a variety of recreational opportunities, such as trails and picnic areas, and includes current ranching operations.

Several observations can be made about land uses at the subarea level:

- Medium and High Density Residential acreage can be found in the East Leland, Southwest Hills, West Central, West Leland, and Buchanan subareas. Most residential development outside City boundaries is located in the unincorporated Bay Point community.
- Commercial uses are focused primarily in the East Leland, Downtown, Loveridge, and Railroad Avenue subareas.

- Industrial facilities in the Planning Area are concentrated in the Loveridge, Northeast River, and Northwest River subareas.
- A majority of parks and open space acreage in the Planning Area is attributable to Brownd Island Regional Shoreline and Black Diamond Mines Regional Preserve. Stoneman Park, in West Leland, constitutes the largest proportion of parkland within City limits.
- A majority of development activity in the Planning Area is concentrated in Southwest Hills, which includes over three quarters of land with current residential development approvals. The San Marco and Oak Hills subdivisions encompass approximately 1,000 acres of approved residential development. Other subareas with approved residential projects are West Central, East Leland, and Downtown.



Source: City of Pittsburg, Dyett & Bhatia

Figure 2-4
Planning Subareas

Table 2-6
General Plan Distribution, City of Pittsburgh (not including Bay Point)

	<i>Black Diamond</i>	<i>Buchanan</i>	<i>Downtown</i>	<i>East Central</i>	<i>East Leland</i>	<i>Loveridge</i>	<i>Northeast River</i>	<i>Northwest River</i>	<i>Railroad Avenue</i>	<i>South Hills</i>	<i>Southwest Hills</i>	<i>West Central</i>	<i>West Leland</i>	<i>Woodlands</i>	<i>Grand Total</i>
Residential															
Hillside Low Density	0	136	0	0	0	0	0	0	0	0	374	0	0	181	693
Low Density	0	739	0	173	50	3	0	0	4	0	342	322	536	240	2,406
Medium Density	0	60	0	9	128	0	0	0	1	0	14	67	51	12	340
High Density	0	1	0	19	50	19	0	0	0	0	178	10	0	13	290
Downtown Low Density	0	0	56	0	0	0	0	0	0	0	0	0	0	0	56
Downtown Medium Density	0	0	94	0	0	0	0	0	0	0	0	0	0	0	94
Downtown High Density	0	0	24	0	0	0	0	0	0	0	0	0	0	0	24
Commercial															0
Regional Commercial	0	0	0	0	0	209	0	0	0	0	0	0	0	0	209
Community Commercial	0	9	1	12	26	27	0	0	75	0	35	3	1	0	189
Business Commercial	0	6	0	0	116	95	0	0	54	0	56	64	0	0	390
Downtown Commercial	0	0	12	0	0	0	0	0	0	0	0	0	0	0	12
Marine Commercial	0	0	55	0	0	0	0	1	0	0	0	0	0	0	56
Service Commercial	0	0	12	17	0	31	0	0	5	0	0	26	0	0	91
Industrial	0	0	0	0	0	320	651	223	0	156	2	58	0	0	1,412
Parks	1,395	49	46	2	32	12	553	60	32	0	48	8	510	7	2,756
Open Space	2,510	226	0	0	0	0	228	1,689	0	2,674	1,191	13	78	483	9,092
Public/Institutional	0	49	18	63	192	0	0	0	27	0	26	24	56	13	468
Utility ROW	99	62	8	22	6	37	39	215	1	234	0	123	93	62	1,001
Grand Total	4,004	1,336	328	317	598	754	1,472	2,189	199	3,065	2,267	718	1,324	1,010	19,580

Note: Items may not sum to total due to independent rounding.

Source: Dyett & Bhatia, 2000.

GOALS AND POLICIES: PLANNING SUBAREAS

Goals and policies for the 16 subareas within Pittsburg are described individually on the following pages.

Downtown

Extensive goals and policies addressing commercial and residential development, urban design, waterfront access, historical resources, and parking within Downtown are included in Chapter 5: Downtown.

Goals: Downtown

- 2-G-10 A mixed-use Downtown that is a landmark and a destination point, as well as a residential neighborhood.
- 2-G-11 Increased pedestrian connections to and vistas of the Suisun Bay/New York Slough waterfront.

Policies: Downtown

- 2-P-32 Promote and enforce the policies outlined in the Downtown element (Chapter 5: Downtown) of this Plan.
- 2-P-33 Concentrate all Downtown Commercial activity—which includes specialty retail, professional offices, personal services, entertainment and other uses listed in Table 5-1—along the Railroad Avenue corridor. (Downtown: 5-P-2)
- 2-P-34 Limit commercial uses along the southern side of East Tenth Street to Service Commercial businesses — including repair and maintenance, retail sales, special trade contracting and other uses listed in Table 5-1. (Downtown: 5-P-6)
- 2-P-35 Undertake active efforts, including land acquisition and assembly, to develop a waterfront activity center at the terminus of Harbor Street, featuring a cluster of Marine Commercial uses — such as specialty retail, services, restaurants,

Table 2-7
General Plan Land Use Distribution,
Downtown

Land Use	Acreage
Downtown Low Density Residential	56
Downtown Medium Density Residential	94
Downtown High Density Residential	24
Downtown Commercial	12
Marine Commercial	55
Service Commercial	12
Parks	46
Public / Institutional	18
Utility ROW	8
Grand Total	328

Source: Dyett & Bhatia, 2000.



marine repair and docking facilities, hotels and other uses as listed in Table 5-1. (Downtown: 5-P-8)

2-P-36 Encourage public acquisition and/or private assembly of the neighborhood blocks surrounding West Tenth Street for redevelopment to higher density housing, including rebuilding of the existing affordable housing stock. (Downtown: 5-P-13)

2-P-37 Improve the pedestrian path along Marina Boulevard, connecting the Downtown core to the waterfront/marina area. Provide a wide path right-of-way, way-finding signage, landscaping, interpretive plaques, and street lighting. (Downtown: 5-P-34)

DOWNTOWN

- Downtown Commercial
- Marine Commercial
- Downtown Low Density Residential (4-12 un/ac)
- Downtown Medium Density Residential (12-18 un/ac)
- Downtown High Density Residential (18-30 un/ac)
- Service Commercial
- Institutional/Quasi Institutional
- Park
- Parking

- Planning Subarea
- Existing Proposed Arterial Street
- Existing Proposed Collector Street

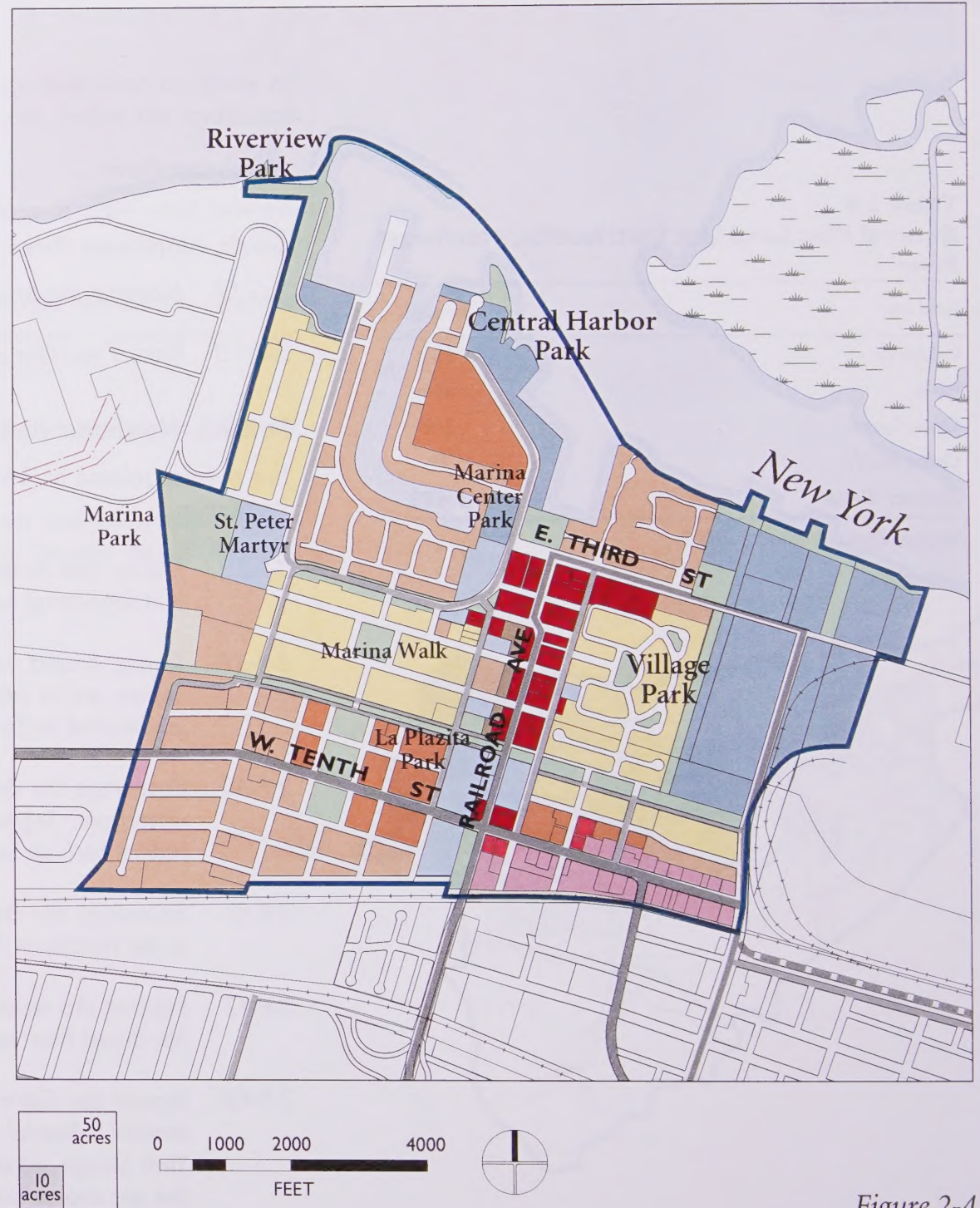


Figure 2-4
Downtown

Table 2-8
General Plan Land Use Distribution, Northeast River

<i>Land Use</i>	<i>Acreage</i>
Industrial	651
Parks	553
Open Space	228
Utility ROW	39
Grand Total	1,472

Source: Dyett & Bhatia, 2000.



Northeast River

Goals: Northeast River

- 2-G-12 *Maintain the industrial use and character of the area.*
- 2-G-13 *Protect sensitive marshland habitats along the New York Slough waterfront.*

Policies: Northeast River

For policies related to Browns Island Shoreline Preserve, see Chapter 8: Youth and Recreation.

- 2-P-38 *Ensure that development in Northeast River is limited to industrial activities and supporting business and service uses.*
- 2-P-39 *During project review, ensure that all industrial development along public streets and in areas adjacent to Downtown maintain at least a 25 foot wide landscaped buffer (using trees and shrubs for screening) along the street.*
- 2-P-40 *Encourage the development of “clean” industries along the New York Slough waterfront. Support the modernization of all industrial uses in the area to reduce both air and water pollutant levels.*
- 2-P-41 *Encourage the development of office and support uses along street frontages in the Northeast River subarea to buffer heavy industrial activities.*
- 2-P-42 *Support the reclamation and reuse of contaminated industrial sites within the Northeast River subarea.*
- 2-P-43 *Amend the City’s Zoning Ordinance to ensure that land uses progress from heavier industrial uses inland to lighter industrial uses directly facing the New York Slough waterfront, as feasible during redevelopment of industrial activities not dependent on docking access.*

2-P-44 Ensure that all proposed projects in the Northeast River area complete an assessment of biological resources, including wetlands, before site layout and design is completed.

2-P-45 Ensure—through a combination of on- and off-site mitigation—that new development results in no net loss of wetlands.

Dowest Slough is an excellent example of wetlands restoration adjacent to industrial properties. See Chapter 9: Resource Conservation for further discussion of wetlands habitat preservation.

2-P-46 Pursue opportunities for a multi-use trail along the waterfront as industrial properties are redeveloped and remediated.

2-P-47 Support the permanent preservation of the wetlands and salt marsh habitats along New York and Dowest Sloughs, including Browns Island Regional Shoreline.

- Service Commercial
- Industrial
- Park
- Open Space
- Utility/ROW

- Planning Area
- Planning Subarea
- Existing Proposed Arterial Street
- Existing Proposed Collector Street

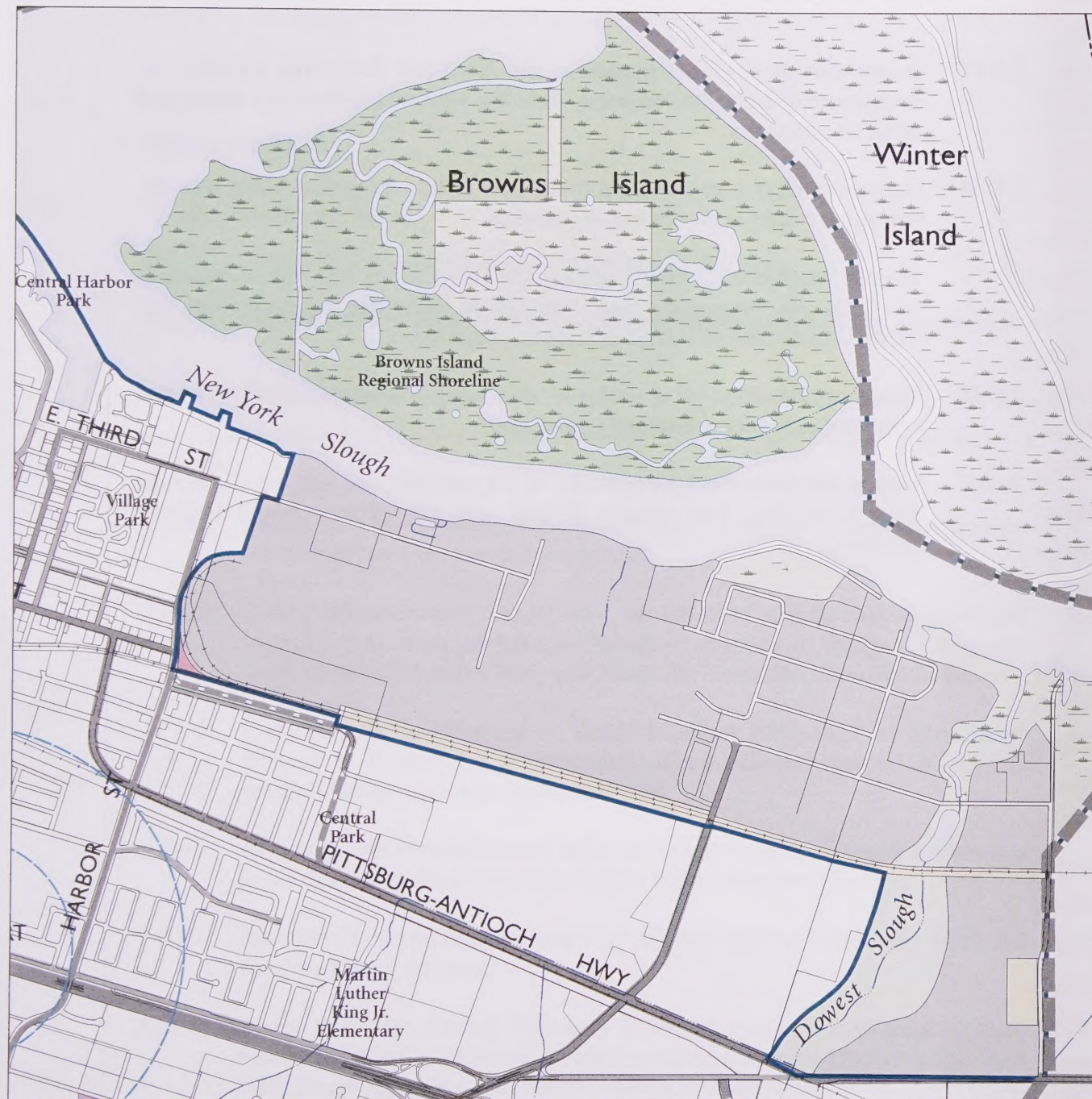


Figure 2-4b
Northeast River

Loveridge

Goals: Loveridge

- 2-G-14 Support the development and expansion of regionally-oriented commercial activities within this area.
- 2-G-15 Maintain industrial activities in appropriate, designated areas.

Policies: Loveridge

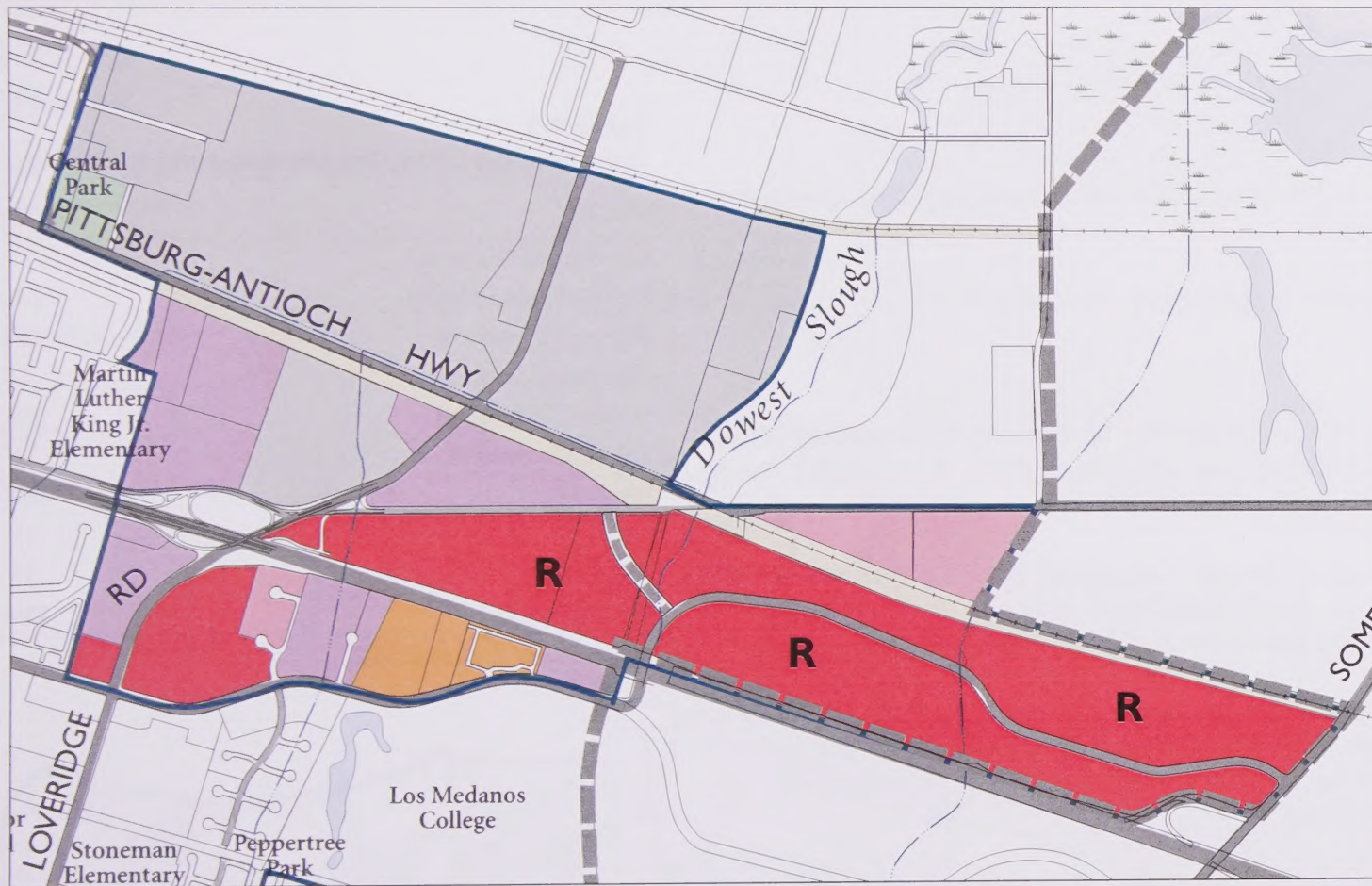
- 2-P-48 Encourage the development and expansion of regional commercial, auto dealerships, and professional office uses along State Route 4 at Century Boulevard.
- 2-P-49 Support the development of Business Commercial complexes adjacent to the State Route 4/Loveridge Road interchange, featuring professional offices, research and development, hi-tech manufacturing and production uses.
- 2-P-50 Ensure that as Loveridge builds out, adequate street connections are provided to efficiently move traffic through and beyond the area's regional and business centers (as designated by the City's traffic Level of Service standards, see Chapter 7: Transportation).
- 2-P-51 Work with Los Medanos Community College to provide pedestrian and bicycle access from the campus to commercial and employment centers within Loveridge.

Table 2-9
General Plan Land Use Distribution, Loveridge

Land Use	Acreage
Low Density Residential	3
High Density Residential	19
Regional Commercial	209
Community Commercial	27
Business Commercial	95
Service Commercial	31
Industrial	320
Parks	12
Utility ROW	37
Grand Total	754

Source: Dyett & Bhatia, 2000.





- High Density Residential (14-25 un/ac)
- Community Commercial
- R Regional Commercial
- Service Commercial

- Business Commercial
- Industrial
- Park
- Utility/ROW

- Planning Area
- Planning Subarea
- Existing Proposed Arterial Street
- Existing Proposed Collector Street



Figure 2-4c
Loveridge

East Central

Goals: East Central

- 2-G-16 *Maintain the existing, predominantly residential land use pattern within a grid street network.*
- 2-G-17 *Foster increased connectivity within the neighborhoods, and to surrounding areas.*

Policies: East Central

- 2-P-52 *Explore the feasibility of direct pedestrian connections across the BNSF Railroad between Central Addition and Columbia Park Manor neighborhoods.*

There is currently no street connection between the two areas. In addition to achieving closer integration between the residential areas, one or more direct connections would improve access to the schools in the southern parts of the area, and to Central Park by residents south of the BNSF Railroad/Pittsburg Antioch Highway.

- 2-P-53 *Ensure that Service Commercial development along Solari Street provides adequate buffers (such as landscaping and parking areas along street frontage) to reduce conflicts with adjacent residential units.*
- 2-P-54 *Ensure that a linear park is developed along the northern and eastern boundaries of the Columbia Manor neighborhood to buffer residents from adjacent heavy industrial uses.*

The land along the northern and eastern boundaries of this neighborhood is currently vacant.

Table 2-10
General Plan Land Use Distribution, East Central

Land Use	Acreage
Low Density Residential	173
Medium Density Residential	9
High Density Residential	19
Community Commercial	12
Service Commercial	17
Parks	2
Public / Institutional	63
Utility ROW	22
Grand Total	317

Source: Dyett & Bhatia, 2000.



- Low Density Residential (1-7 un/ac)
- Medium Density Residential (7-14 un/ac)
- High Density Residential (14-25 un/ac)
- Community Commercial
- Service Commercial
- Business Commercial
- Institutional/Quasi Institutional
- Park
- Utility/ROW

- Planning Area
- Planning Subarea
- Existing Proposed Arterial Street
- Existing Proposed Collector Street

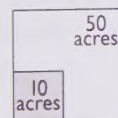
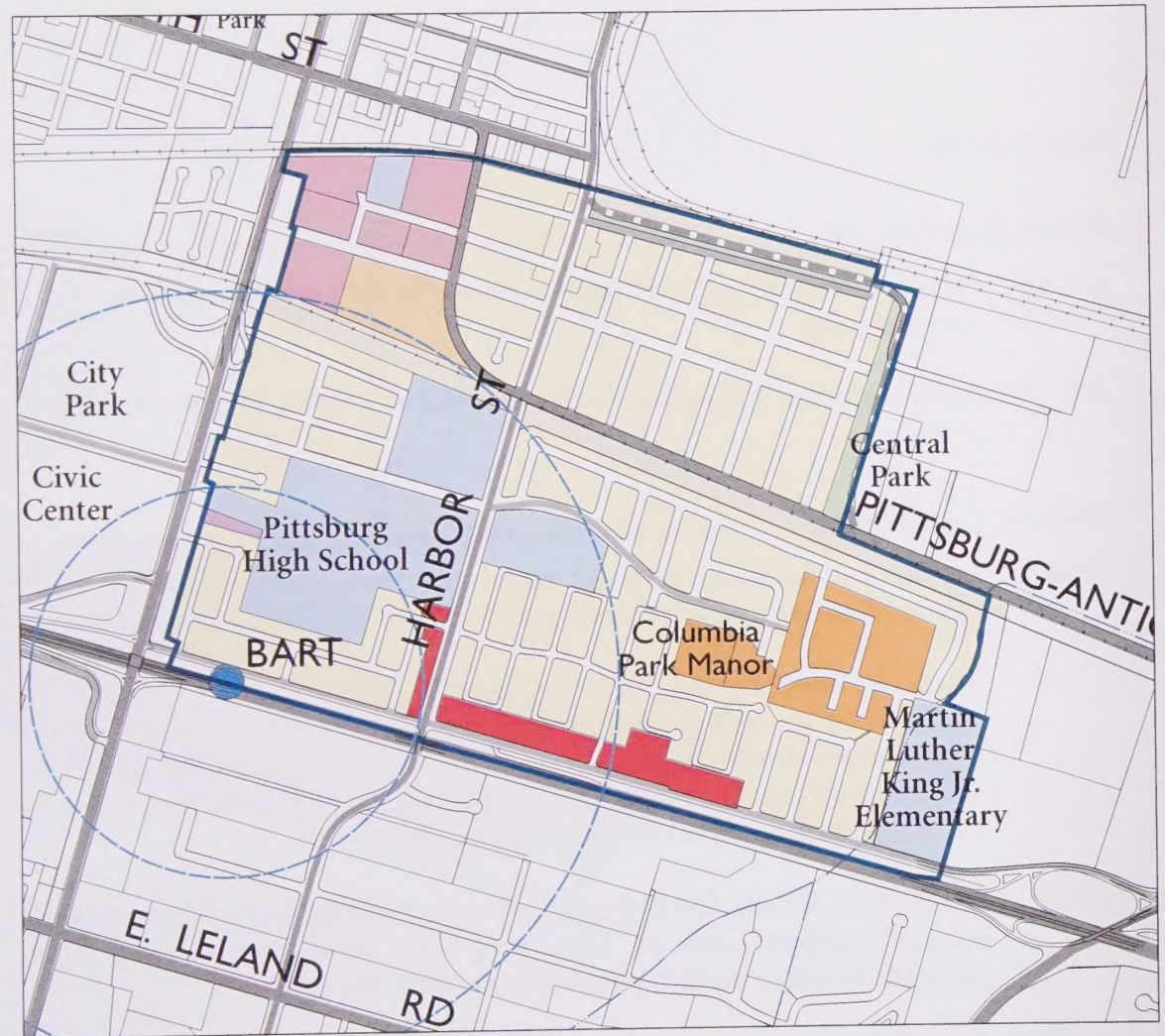
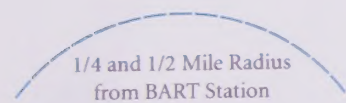


Figure 2-4d
East Central

Railroad Avenue

Goals: Railroad Avenue

- 2-G-18 *Maintain Railroad Avenue as a destination point for community commercial activities, while continuing to allow other compatible uses.*
- 2-G-19 *Encourage further economic development along the Railroad Avenue corridor.*
- 2-G-20 *Support the extension of BART to Railroad Avenue, and develop a mixed-use, pedestrian-oriented village surrounding the proposed Station area.*

Policies: Railroad Avenue

- 2-P-55 *Allow redevelopment and/or expansion of Community Commercial uses along Railroad Avenue.*
- 2-P-56 *Pursue the extension of the Railroad Avenue linear park along the north side of State Route 4, providing a pedestrian/bicycle connection from the City's major shopping corridor and to the Civic Center and City Park..*

This linear park currently extends along the west side of Railroad Avenue from the Delta De Anza Trail to the State Route 4 interchange. Expanding the linear park would provide a walkable connection to the Civic Center, City Park, and Downtown in the north. However, this extension may be interrupted by lack of street width on the Railroad Avenue/State Route 4 overpass.

- 2-P-57 *Work with Bay Area Rapid Transit (BART) to develop a specific plan for the Railroad Avenue BART Station area, featuring mixed-use Business Commercial activities with extensive pedestrian amenities. Provide pedestrian linkages from this mixed-use village to the Civic Center, City Park, high school, and other institutional uses on the north side of State Route 4.*

The development of a specific plan for the Railroad Avenue BART Station area will ensure that adjacent business commercial sites are

Table 2-11
General Plan Land Use Distribution, Railroad Avenue

Land Use	Acreage
Low Density Residential	4
Community Commercial	75
Business Commercial	54
Service Commercial	5
Parks	32
Public / Institutional	27
Grand Total	199

Source: Dyett & Bhatia, 2000.



redeveloped in a manner consistent with a transit-oriented commercial node. This area has the potential for intensification as a regional employment center, accessible by the BART system.

- 2-P-58 Allow development at an intensity of up to 2.0 FAR along Railroad Avenue from State Route 4 to East Leland Road.*

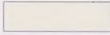
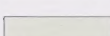
The sites south of the Railroad Avenue/State Route 4 interchange are designated for community commercial and business commercial uses in the General Plan Diagram.

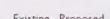
- 2-P-59 Allow mixed-use development at an intensity of up to 1.0 FAR for non-residential uses, and additional residential development at a maximum density of 25 units per acre, on designated community commercial sites along Railroad Avenue, south of Bliss Avenue.*

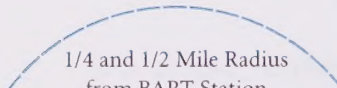
Such mixed-use development will be subject to review and approval by the Planning Commission, and will require provision of residential units as part of the proposal.

- 2-P-60 Extend Garcia Avenue to Railroad Avenue if suitable opportunity arises during redevelopment of adjacent sites, and explore the feasibility of other linkages to improve accessibility.*

- 2-P-61 Ensure that the small business commercial center at the southern end of Railroad Avenue (at Buchanan Road) is compatible with the scale of surrounding uses.*

-  Low Density Residential (1-7 un/ac)
-  Medium Density Residential (7-14 un/ac)
-  Community Commercial
-  Service Commercial
-  Business Commercial
-  Institutional/Quasi Institutional
-  Park
-  Utility/ROW

-  Planning Area
-  Planning Subarea
-  Existing Proposed Arterial Street
-  Existing Proposed Collector Street

 1/4 and 1/2 Mile Radius from BART Station

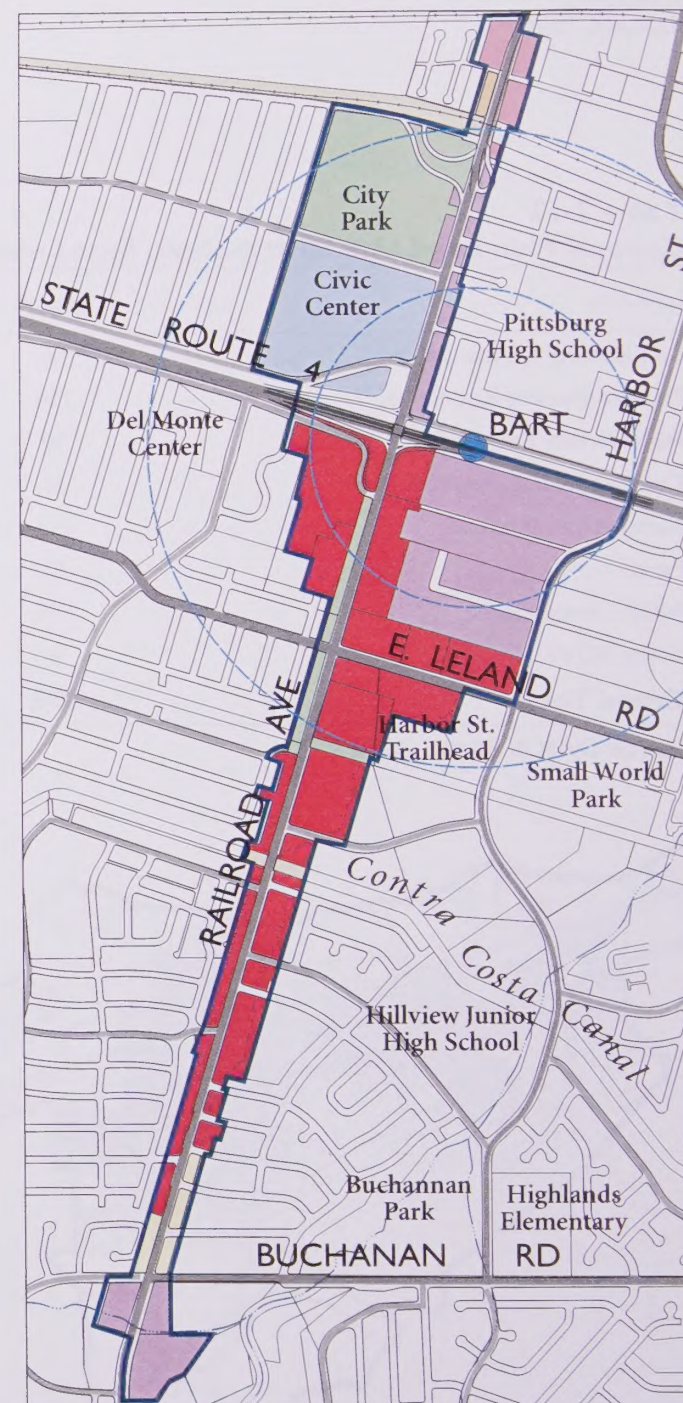
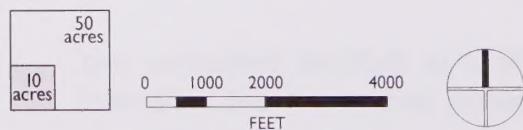


Figure 2-4e
Railroad Ave

Table 2-12
General Plan Land Use Distribution, East Leland

<i>Land Use</i>	<i>Acreage</i>
Low Density Residential	50
Medium Density Residential	128
High Density Residential	50
Community Commercial	26
Business Commercial	116
Parks	32
Public / Institutional	192
Utility ROW	6
Grand Total	598

Source: Dyett & Bhatia, 2000.



East Leland

Goals: East Leland

- 2-G-21 Undertake selective improvement and intensification, while maintaining land use patterns focused on multi-family housing and commercial centers.
- 2-G-22 Encourage redevelopment of the existing industrial area along Garcia Avenue with higher-end business commercial activities.
- 2-G-23 Improve connections between Los Medanos Community College and local neighborhoods and commercial activities.

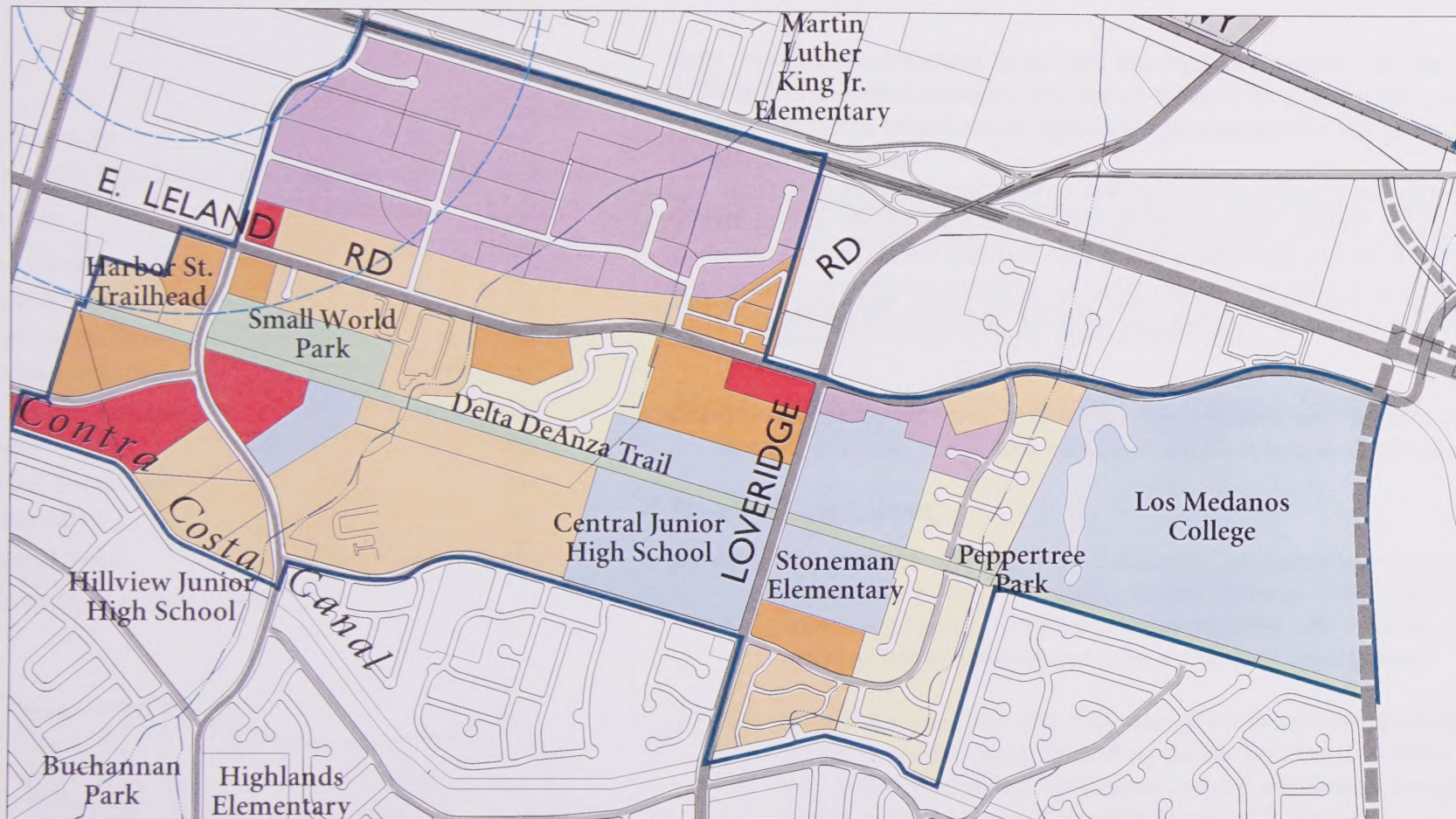
Policies: East Leland

- 2-P-62 As part of the Zoning Ordinance, incorporate incentives to promote improvement of sites along Garcia Avenue with high-amenity business commercial uses. Undertake redevelopment, as needed, with an aim to promote parcel consolidation and coordinated development.
- 2-P-63 Ensure that new Business Commercial centers provide pedestrian, bicycle, and transit amenities (such as walking paths, benches, bus shelters, bicycle racks, and lockers) enabling convenient use of alternative transportation modes, including the proposed Railroad Avenue BART Station.
- 2-P-64 Participate in the development of a specific plan for the proposed Railroad Avenue BART Station. Ensure that all uses within ½ mile radius of the proposed Station feature mixed-use, pedestrian-oriented design.
- 2-P-65 Pursue the development of a trail/path linking the Delta De Anza Trail to the proposed Railroad Avenue BART Station area.
- 2-P-66 Work with Los Medanos Community College to facilitate pedestrian and bicycle connections from the campus to nearby commercial and residential areas.

- 2-P-67 Work with Los Medanos College and the City of Antioch to undertake a study exploring the viability of a street connection between Leland and Buchanan Roads, along the eastern edge of the College at the border of the two cities.*

The proposed street would provide a connection between Loveridge and Somersville Roads, and would provide much improved access to the campus. It would also divert southwest-moving traffic from Antioch to State Route 4; however, it may need an additional highway interchange to provide increased connections without negatively impacting existing roadways.

- 2-P-68 Ensure that all new development—residential and non-residential—fronting the Delta De Anza trail provides pedestrian and bicycle access to the trail.*



- Low Density Residential (1-7 un/ac)
- Medium Density Residential (7-14 un/ac)
- High Density Residential (14.1-25 un/ac)
- Community Commercial
- Service Commercial

- Business Commercial
- Industrial
- Institutional/Quasi Institutional
- Park
- Utility/ROW

- Planning Area
- Planning Subarea
- Existing Proposed Arterial Street
- Existing Proposed Collector Street

1/4 and 1/2 Mile Radius
from BART Station

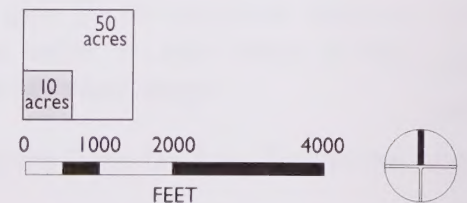


Figure 2-4f
East Leland

Buchanan

Goals: Buchanan

- 2-G-24 New developments are designed as inter-connected residential neighborhoods, rather than distinct, introverted subdivisions.
- 2-G-25 Encourage development as a means of funding the construction of Buchanan Bypass as an alternative route for regional through-traffic.

Policies: Buchanan

- 2-P-69 Ensure that new residential development south of Buchanan provides both street and pedestrian connections to adjacent residential areas.
- 2-P-70 Encourage new residential development to contain varied architectural styles and smooth visual transitions to adjacent residential areas.
- 2-P-71 During development review, ensure that new development maintains views of the southern hills.
- 2-P-72 New residential development south of Buchanan Road should:
- Ensure that adequate acreage is dedicated for an elementary school and community park directly adjacent to Buchanan Road;
 - Not result in any net increase of peak-hour stormwater flow;
 - Preserve and enhance existing north-south creeks; and
 - Respect natural topography in the design and construction of new units.
- 2-P-73 Pursue construction of the Buchanan Bypass, as designated in the General Plan Diagram, providing an alternative route for commuters traveling from Kirker Pass Road to destinations east of Pittsburg.

However, because the General Plan Diagram is a generalized representation of proposed development patterns, the precise alignment of Buchanan Bypass may vary according to topographic constraints.

Table 2-13
General Plan Land Use Distribution, Buchanan

Land Use	Acreage
Hillside Low Density Residential	136
Low Density Residential	739
Medium Density Residential	60
Community Commercial	9
Business Commercial	6
Parks	39
Open Space	226
Public / Institutional	49
Utility ROW	62
Grand Total	1,336

Source: Dyett & Bhatia, 2000.



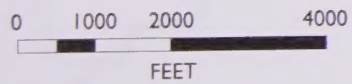
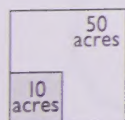
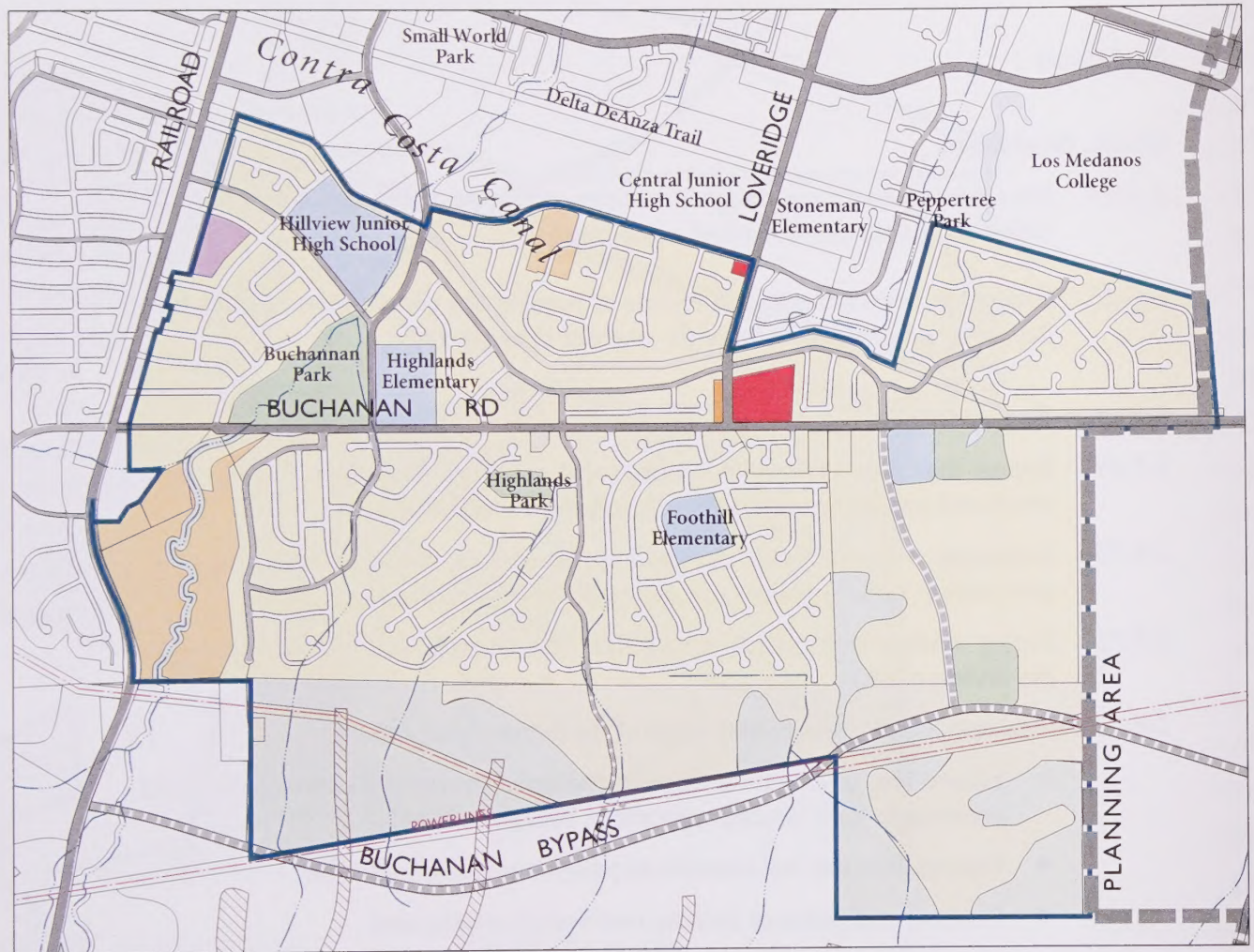
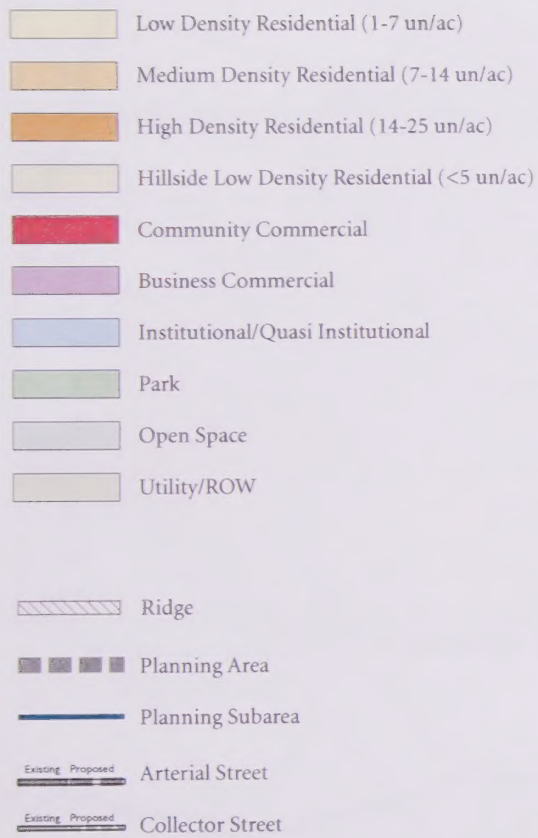


Figure 2-4g
 Buchanan

Woodlands

Goals: Woodlands

- 2-G-26 Support new residential development in locations that do not significantly impact the natural setting.

Policies: Woodlands

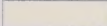
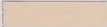
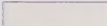
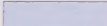
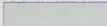
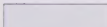
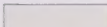
- 2-P-74 Allow Hillside Low Density Residential development in selected areas along Kirker Pass Road, Nortonville Road, and other valley floors as appropriate, under the following criteria:
- Natural topography be retained to the maximum extent feasible, and large-scale grading discouraged;
 - No development on minor and major ridgelines (as identified in Figure 4-2), with residential construction on flatter natural slopes encouraged;
 - Development designed and clustered so as to be minimally visible from Kirker Pass Road;
 - Creeks and adjacent riparian habitat protected; and
 - An assessment of biological resources completed.
- 2-P-75 During review and approval of new residential uses, pursue development of a community park in proximity to the Kirker Pass Road/Nortonville Road intersection.
- 2-P-76 Cluster new residential development within the hills to maximize preservation of open space resources and viewsheds.
- 2-P-77 Ensure that new residential development along Kirker Creek preserves natural riparian habitat. New development shall be setback at least 50 feet from the top of the streambank, with continuous multi-use trail access along the west side of the creek.

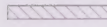
Table 2-14
General Plan Land Use Distribution, Woodlands

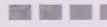
Land Use	Acreage
Hillside Low Density Residential	181
Low Density Residential	240
Medium Density Residential	12
High Density Residential	13
Parks	7
Open Space	483
Public / Institutional	13
Utility ROW	62
Grand Total	1,010

Source: Dyett & Bhatia, 2000.

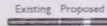


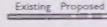
-  Low Density Residential (1-7 un/ac)
-  Medium Density Residential (7-14 un/ac)
-  High Density Residential (14-25 un/ac)
-  Hillside Low Density Residential (<5 un/ac)
-  Institutional/Quasi Institutional
-  Park
-  Open Space
-  Utility/ROW

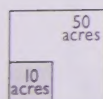
 Ridge

 Planning Area

 Planning Subarea

 Arterial Street

 Collector Street



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FEET

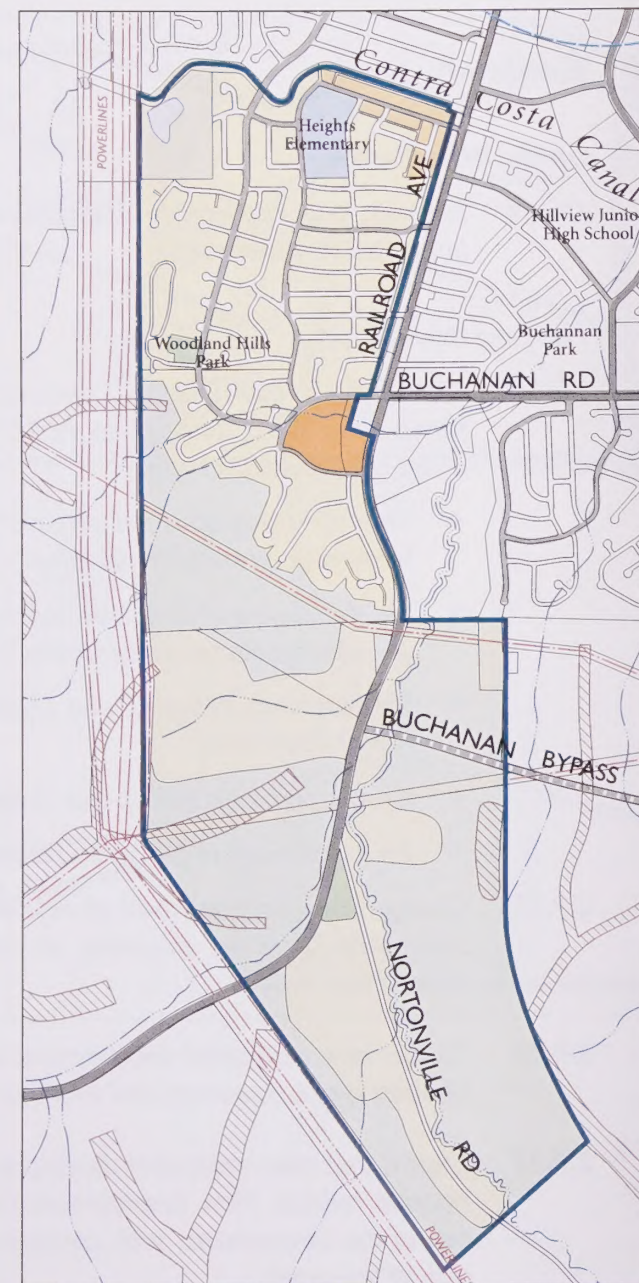


Figure 2-4h
Woodlands

West Central

Goals: West Central

- 2-G-27 *Redevelopment and reuse of employment centers adjacent to the BNSF railroad tracks.*
- 2-G-28 *Increased connections to the neighborhoods and activity centers south of State Route 4.*

Policies: West Central

For policies relating to the Range Road overpass, see Chapter 7: Transportation. For policies related to use of the PG&E powerline right-of-way for trail use, see Chapter 9: Public Facilities.

- 2-P-78 *Allow and encourage the development of a Business Commercial complex between Willow Pass Road and the BNSF Railroad tracks, east of the PG&E transmission corridor. Encourage redevelopment and reuse of this site as an “economic opportunity area” (see Chapter 6: Economic Development).*

Two new sites are designated for business commercial uses in the General Plan Land Use Diagram: “Builders Circle,” where development remains incomplete; and the site immediately west of it, fronting Willow Pass Road.

- 2-P-79 *Explore the feasibility of a pedestrian and bicycle bridge across State Route 4, near the Parkside and Los Medanos elementary schools.*

A pedestrian and bicycle over-crossing would provide residents of the neighborhoods on either side of State Route 4 with access to nearby schools, commercial areas, and park facilities. Because State Route 4 is depressed in this area, no grade change will be needed for the bridge.

Table 2-15
General Plan Land Use Distribution, West Central

Land Use	Acreage
Low Density Residential	322
Medium Density Residential	67
High Density Residential	10
Community Commercial	3
Business Commercial	64
Service Commercial	26
Industrial	58
Parks	8
Open Space	13
Public / Institutional	24
Utility ROW	123
Grand Total	718

Source: Dyett & Bhatia, 2000.



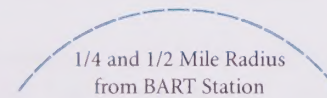
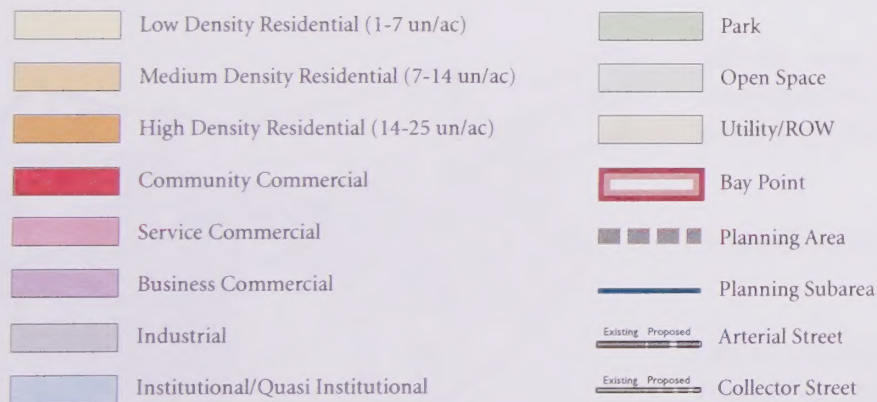
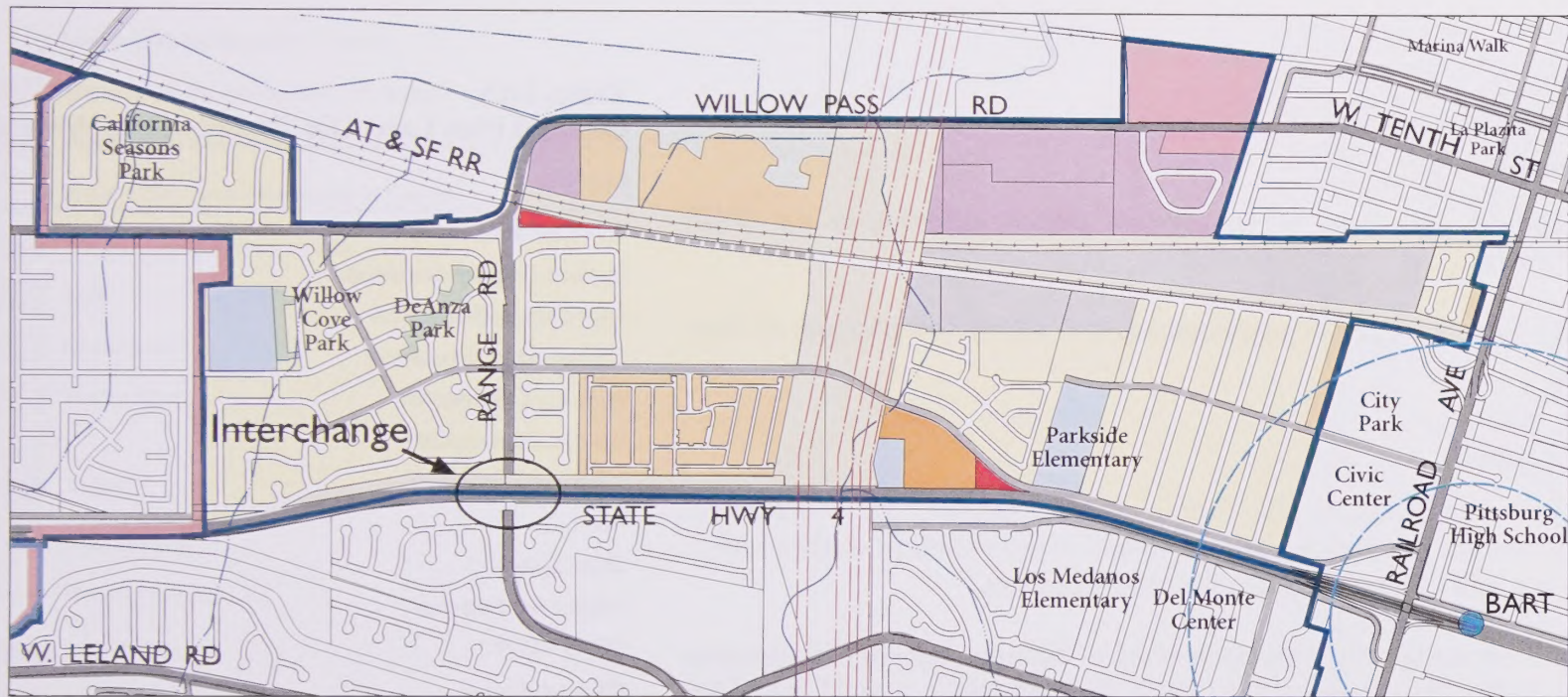


Figure 2-4i
West Central

West Leland

Goals: West Leland

- 2-G-29 *Maintain existing residential land use patterns.*
- 2-G-30 *Improve pedestrian access and streetscape character along West Leland Road.*

Policies: West Leland

- 2-P-80 *Allow Low Density Residential uses on the designated school site along Range Road, if it is not needed for public school facilities.*

The need for the Range Road school facility will be determined by the Pittsburg Unified School District. Adequate land reserved for needed school facilities within the City must be ensured before ground-breaking of the Range Road site for residential units. Any residential development on the site must integrate pedestrian and bike paths with the Delta De Anza trail.

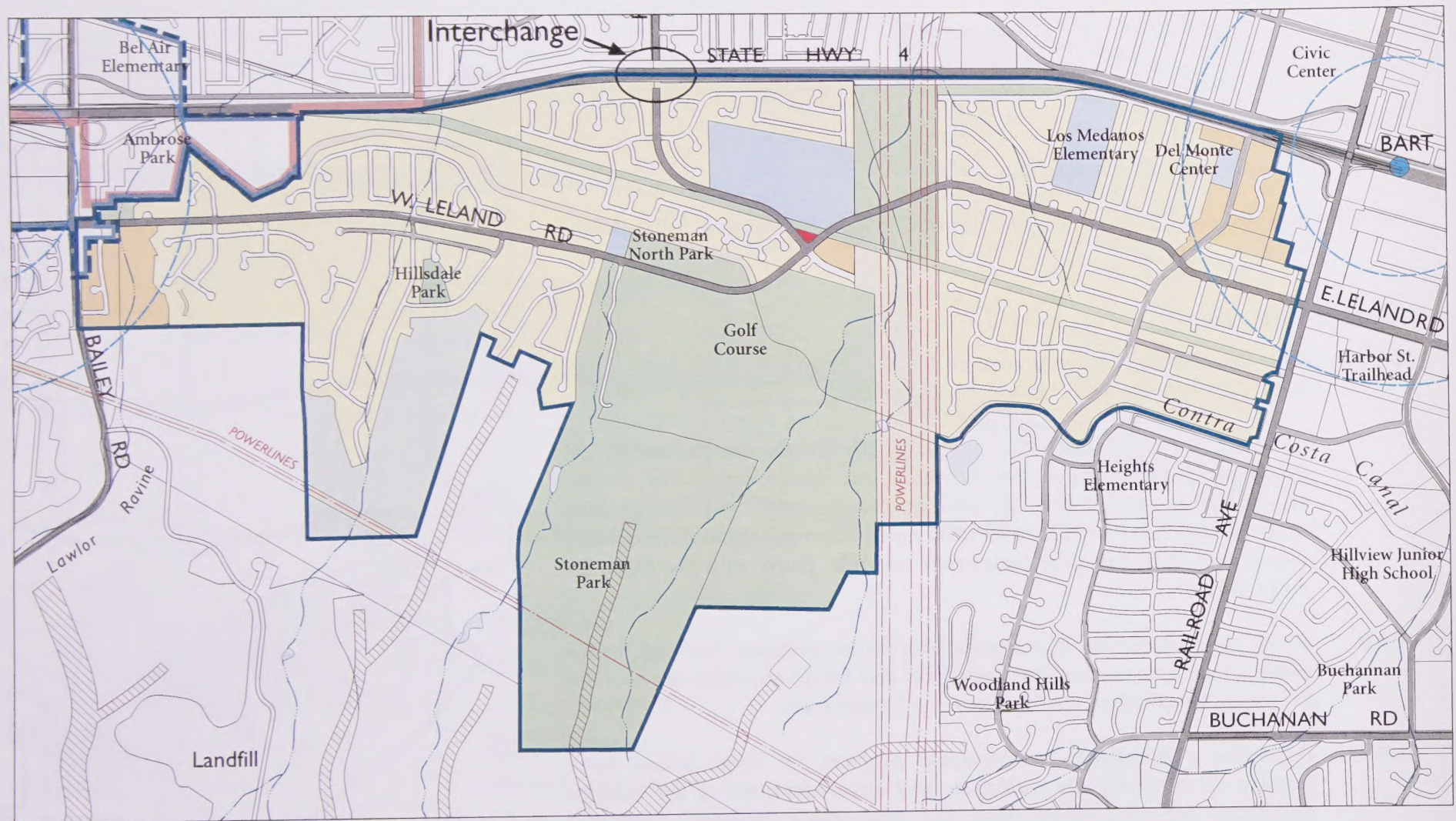
- 2-P-81 *During the development of a specific plan for the proposed Railroad Avenue BART Station area, ensure that pedestrian and transit amenities are provided to connect West Leland residents with the Station area.*
- 2-P-82 *Undertake a streetscape enhancement program for West Leland Road, focusing on improving the walkability and visual character of the corridor. Emphasize increased street trees and landscaping, medians, crosswalks, widened sidewalks, and benches.*
- 2-P-83 *Maintain permanent preservation of Stoneman Park for recreation and open space. Pursue accessibility to the Park, and expansion of the Park's bicycle and pedestrian trail network.*
- 2-P-84 *Explore the feasibility of provision of pedestrian and bicycle linkages from the Delta De Anza Trail to Stoneman Park.*

Table 2-16
General Plan Land Use Distribution, West Leland

<i>Land Use</i>	<i>Acreage</i>
Low Density Residential	536
Medium Density Residential	51
Parks	510
Open Space	78
Public / Institutional	56
Utility ROW	93
Grand Total	1,324

Source: Dyett & Bhatia, 2000.





- Low Density Residential (1-7 un/ac)
- Medium Density Residential (7-14 un/ac)
- Community Commercial
- Institutional/Quasi Institutional

- Park
- Open Space
- Utility/ROW

- Bay Point
- BART Specific Plan Area
- Planning Area
- Planning Subarea
- Existing Proposed Arterial Street
- Existing Proposed Collector Street
- Ridge

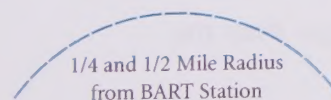
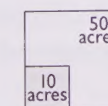


Figure 2-4j
West Leland

Southwest Hills

Goals: Southwest Hills

- 2-G-31 *Maintain the general character of the natural topography and major ridgelines in the Southwest Hills.*
- 2-G-32 *Encourage development of higher-end, low-density residential neighborhoods, that are well integrated with the natural setting.*

Policies: Southwest Hills

- 2-P-85 *Ensure extension of West Leland Road and San Marco Boulevard through the area, as shown on the General Plan Diagram, as a condition of any new approval in the area.*

However, because the General Plan Diagram is a general representation of proposed development patterns, the alignment of West Leland Road and San Marco Boulevard is subject to variation as needed to serve planned and approved residential neighborhoods and mitigate environmental impacts.

- 2-P-86 *Work with project developers to ensure that new residential neighborhoods and business commercial complexes built along West Leland Road provide transit amenities (such as pedestrian paths, bus shelters, bicycle racks) and convenient access to the Pittsburg/Bay Point BART Station.*
- 2-P-87 *Ensure that all proposed residential development is set back from the edge of State Route 4 to mitigate visual and noise impacts.*
- 2-P-88 *Allow development surrounding the West Leland Road/San Marco Boulevard intersection (San Marco project) in accordance with entitled approvals. If any aspect of the approval is sought to be changed:*
- *Allow a maximum of 1,400 Hillside Low and Low Density units, and 1,500 Medium and High Density units, with additional residential and commercial development permitted in the mixed use San Marco Village;*

Table 2-17
General Plan Land Use Distribution, Southwest Hills

Land Use	Acreage
Hillside Low Density Residential	374
Low Density Residential	342
Medium Density Residential	14
High Density Residential	178
Community Commercial	35
Business Commercial	56
Industrial	2
Parks	48
Open Space	1,191
Public / Institutional	26
Grand Total	2,267

Source: Dyett & Bhatia, 2000.



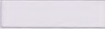
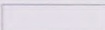
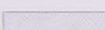
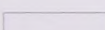
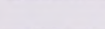
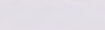
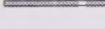
- *Require a 10-acre mixed-use pedestrian-oriented core, extending along West Leland Road. Encourage site design that provides buildings fronting along West Leland Road, with parking tucked behind buildings;*
- *Allow a maximum of 40 acres of Business Commercial and 10 acres of Community Commercial between West Leland Road and State Route 4;*
- *Ensure grading is kept to a minimum, all designated ridgelines are protected, and impacts to creeks are mitigated; and*
- *Require dedication of one school site, and two neighborhood park sites or park in-lieu fees.*

Current development entitlements for the site include over 2,900 housing units. Thus, while this land use program would result in somewhat fewer housing units, because of the Business Commercial development permitted, the overall amount of development and resulting residential densities would be even higher. However, development would be required to conform to heightened environmental and design criteria.

- 2-P-89 *Allow development on the site east of the proposed West Leland Road/San Marco Boulevard intersection (Alves Ranch) as follows:*
- *A maximum of 560 Hillside Low and Low Density units, and 540 Medium and High Density residential units;*
 - *A maximum of 20 acres of Business Commercial between West Leland Road and State Route 4;*
 - *Grading to be kept to a minimum, all designated ridgelines protected, and impacts to creeks mitigated; and*
 - *Dedication of one school site.*
- 2-P-90 *Ensure that all new development in Southwest Hills provides trailheads and linkages into the multi-use trail system planned to extend from West Leland Road to Oak Hills Park.*
- 2-P-91 *Consider the development of a specific plan for the High Density Residential, Business Commercial, and Community Commercial areas adjacent to State*

Route 4, West Leland Road and San Marco Boulevard. Integrate all uses in this area into a mixed-use, transit-oriented village, featuring executive offices, research and development, entertainment, and hotel uses.

- 2-P-92 Allow clustered Hillside Low Density residential development west of Bailey Road, as shown on the General Plan Diagram. Ensure that such development is minimally visible from Bailey Road, and mitigates any impacts to creeks and wetlands in the area.*
- 2-P-93 Pursue construction of a landscaped multi-use path along West Leland Road, from Pittsburg/Bay Point BART Station to the proposed San Marco Village. Ensure that design of the linear parkway accommodates bicyclists.*
- 2-P-94 Do not permit any development in the Concord Naval Weapons Station Restricted Federal Easement area, until such time that the Easement is abandoned.*

-  Low Density Residential (1-7 un/ac)
-  Medium Density Residential (7-14 un/ac)
-  High Density Residential (14.1-25 un/ac)
-  Hillside Low Density Residential (<5 un/ac)
-  Community Commercial
-  Business Commercial
-  Institutional/Quasi Institutional
-  Park
-  Open Space
-  BART Station Area Specific Plan
-  Ridge
-  Planning Area
-  Planning Subarea
-  Arterial Street
-  Collector Street

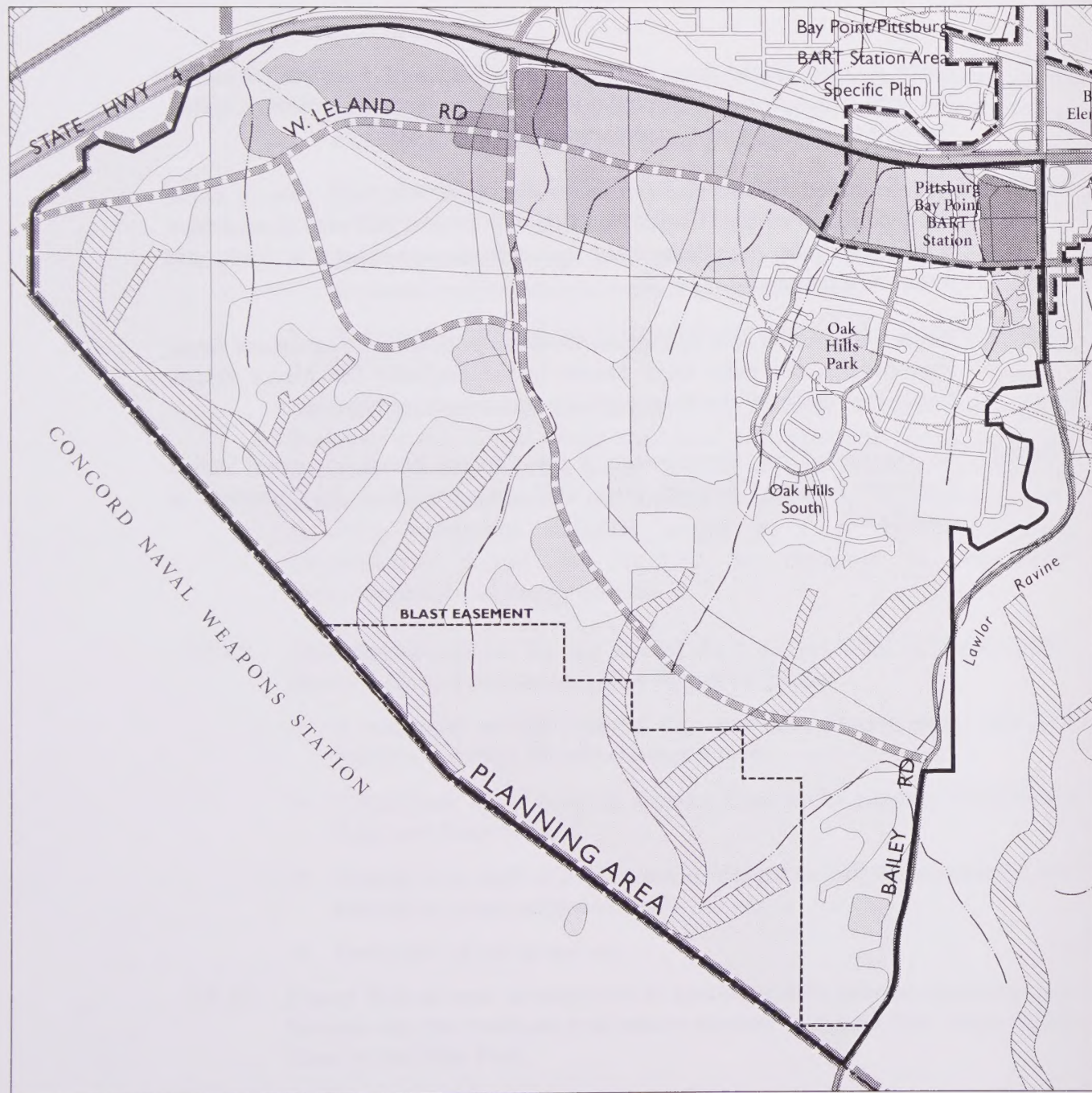
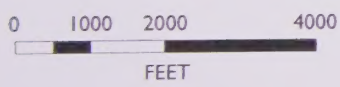
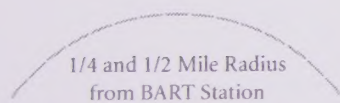


Figure 2-4k
Southwest Hills

Northwest River

Goals: Northwest River

- 2-G-33 *Preserve existing wetlands and salt marshes along the Suisun Bay.*
- 2-G-34 *Allow the development of appropriate urban uses on stable areas.*

Policies: Northwest River

- 2-P-95 *Preserve the wetlands and salt marsh habitats along the Suisun Bay waterfront. Allow only the development of multi-use trails and recreation facilities.*
- 2-P-96 *Maintain the Mirant (formerly PG&E) power plant site in the Industrial designation. Pursue annexation of the power plant and adjacent PG&E properties to ensure land use control of these areas.*

Opportunities for non-industrial uses—including expansion of the Downtown residential areas, mixed-use development, and a waterfront park—should be explored in the unlikely event that the plant is decommissioned in the future. Expansion of the power plant or related industrial uses to the west of the facility should be regulated by the City of Pittsburg.

- 2-P-97 *Work with adjacent jurisdictions and relevant agencies to determine appropriate future land uses for the portion of Concord Naval Weapons Station (CNWS) within the Pittsburg Sphere of Influence, if CNWS were to be decommissioned.*

Along the Suisun Bay waterfront, this land consists of salt marshes and seasonal wetland. Therefore, development opportunities may be limited.

- 2-P-98 *Pursue opportunities for a linear park/trail along the waterfront, connecting to Downtown. Cooperate with San Francisco Bay Conservation and Development Commission (BCDC) to provide public access along Suisun Bay.*

Table 2-18
General Plan Land Use Distribution, Northwest River

Land Use	Acreage
Industrial	223
Parks	60
Open Space	1,689
Utility ROW	215
Grand Total	2,189

Source: Dyett & Bhatia, 2000.



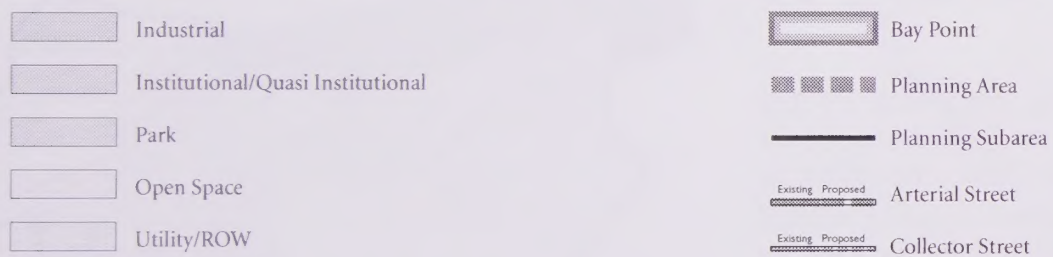
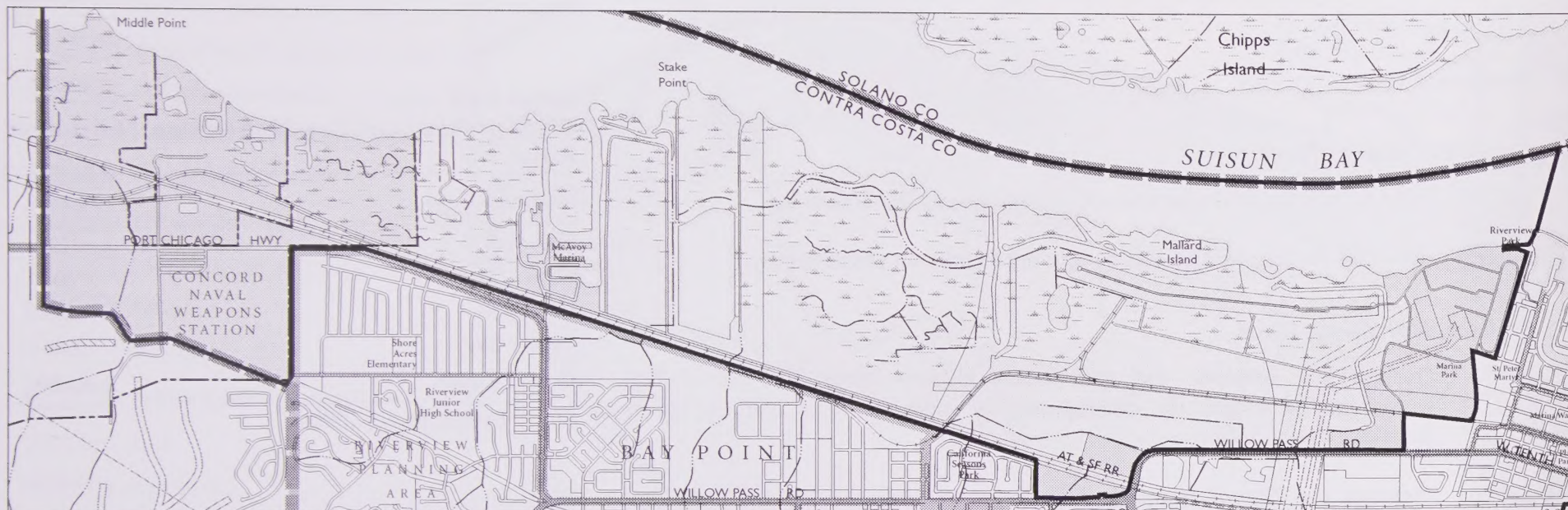


Figure 2-41
Northwest River

Bay Point

Goals: Bay Point

2-G-35 Recognize Bay Point as a distinct community.

Policies: Bay Point

2-P-99 Recognize the County's plans for Bay Point, as well as the unincorporated Riverview Planning Area, as the official planning guides.

2-P-100 Use the Bay Point/Pittsburg BART Area Specific Plan as the guide for development in the Specific Plan area.

2-P-101 Support efforts by Mount Diablo Unified School District to establish a public high school in Bay Point.

2-P-102 Consider seeking amendment to the City's SOI and annexation of vacant, undeveloped lands west of Bay Point.



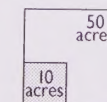
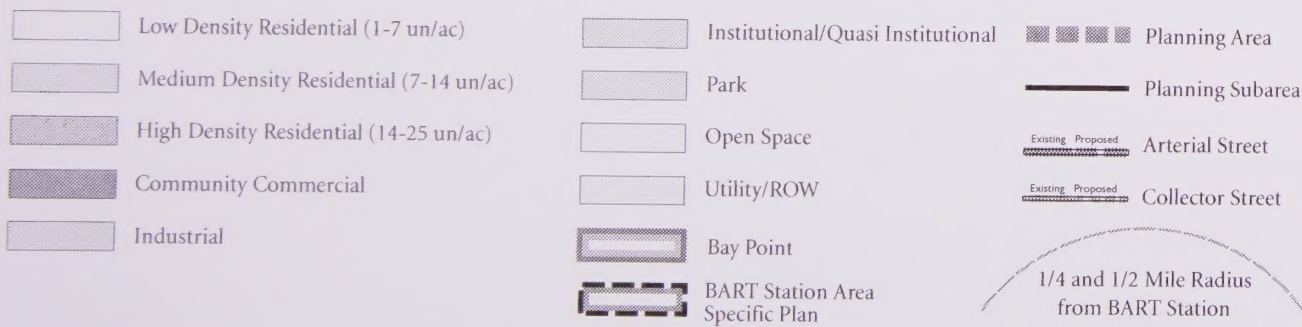
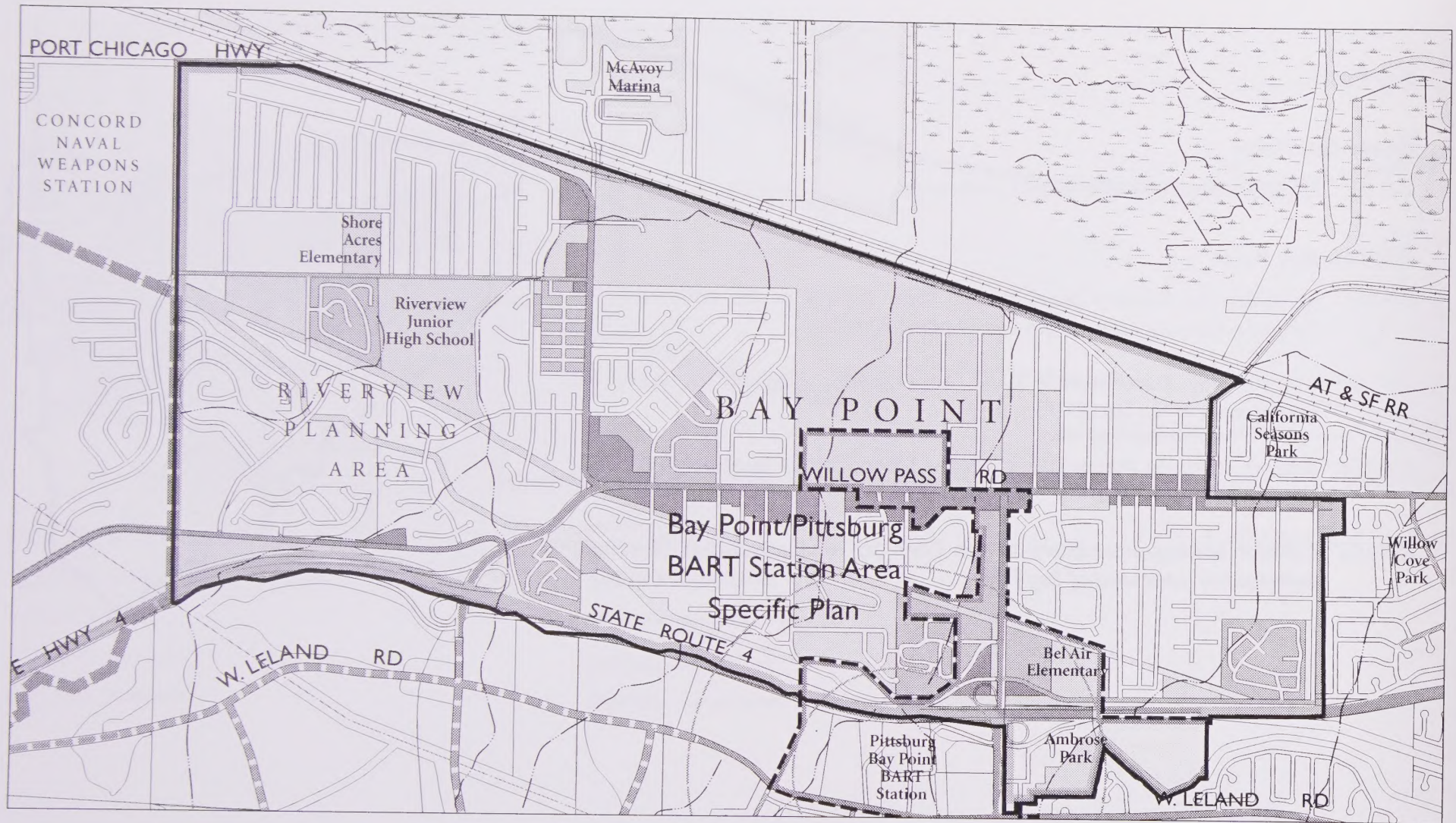


Figure 2-4m
Bay Point

South Hills

Goals: South Hills

- 2-G-36 Preserve the rural character of the rolling South Hills area as open space, except the existing Keller Canyon Landfill.

Policies: South Hills

- 2-P-103 Preserve all designated hillsides as open space, according to the General Plan Land Use Diagram (Figure 2-2).
- 2-P-104 Work with Keller Canyon Landfill to ensure that landfill activities do not negatively impact nearby residential and open space areas.

Table 2-19
General Plan Land Use Distribution, South Hills

Land Use	Acreage
Industrial	156
Open Space	2,674
Utility ROW	234
Grand Total	3,065

Source: Dyett & Bhatia, 2000.



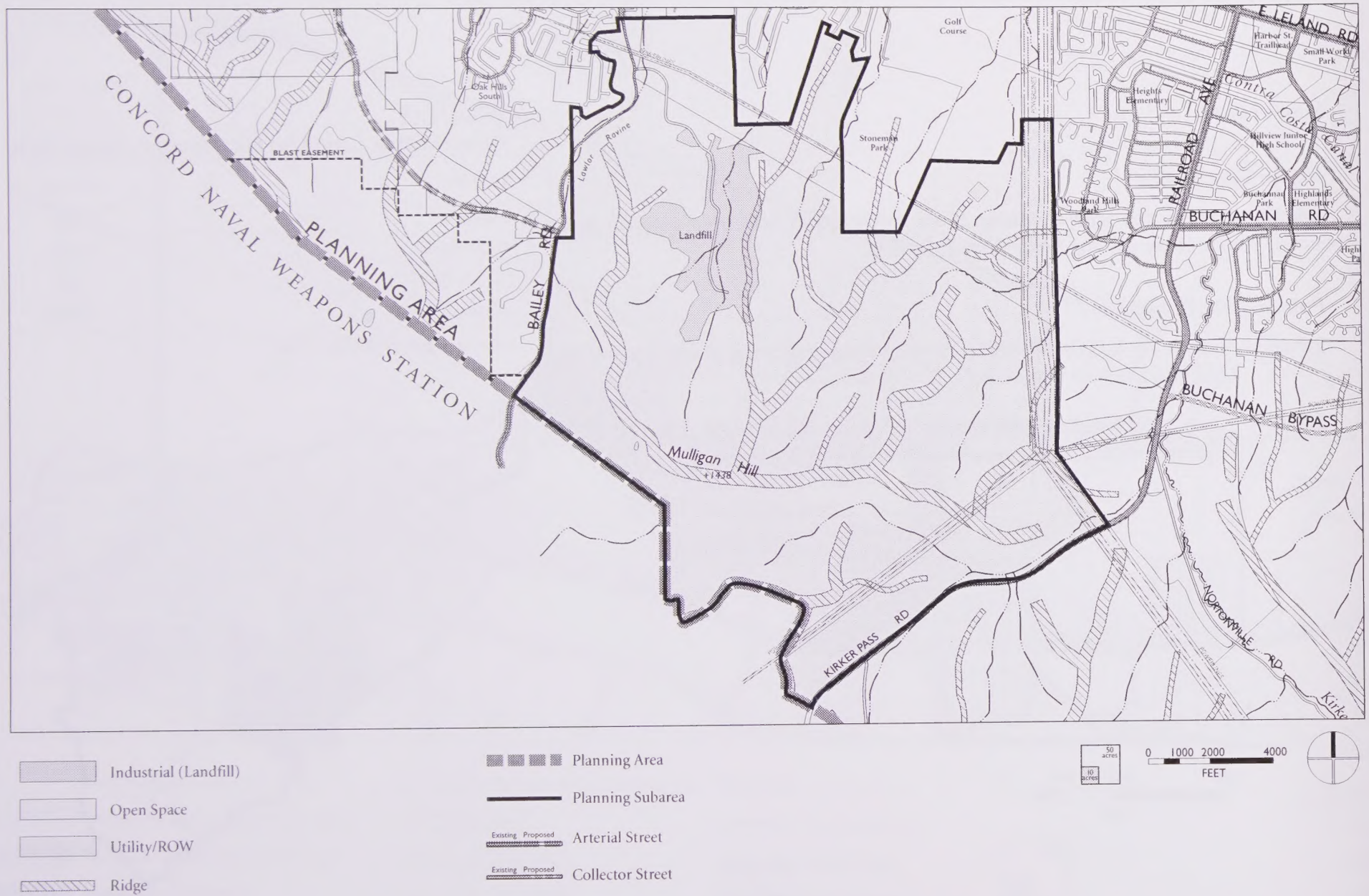


Figure 2-4n
South Hills

Black Diamond

Goals: Black Diamond

2-G-37 *Preserve rolling Black Diamond hills as open space.*

Policies: Black Diamond

2-P-105 *Support permanent open space preservation of the Black Diamond Mines Regional Preserve. Retain remaining vacant acreage within the subarea as open space.*

2-P-106 *Work with the East Bay Regional Park District to provide linkages between the City's trail and linear park network, and the Black Diamond Mines multi-use trail system.*

Kirker Creek provides an opportunity for a trail linking Black Diamond Mines Regional Preserve with Buchanan Park. Opportunities may also exist to link such a trail with the linear park along Railroad Avenue, proposed for extension as part of this General Plan.

2-P-107 *Ensure the rural character of the existing agricultural grazing lands are retained.*

Table 2-20
General Plan Land Use Distribution, Black Diamond

Land Use	Acreage
Parks	1,395
Open Space	2,510
Utility ROW	99
Grand Total	4,004

Source: Dyett & Bhatia, 2000.



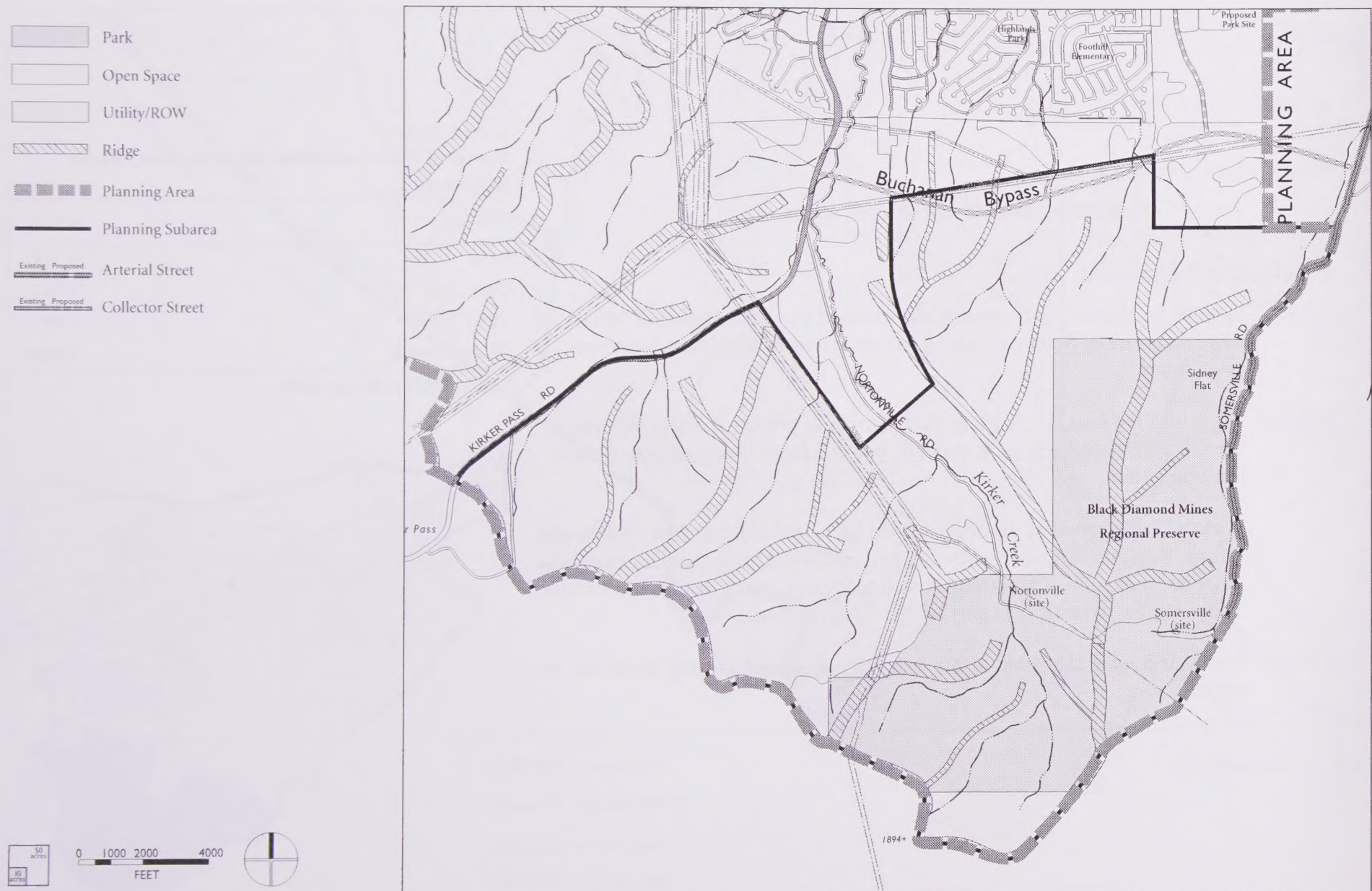


Figure 2-4o
Black Diamond

3 GROWTH MANAGEMENT

This element describes the projected growth of land uses and planning boundaries through 2020, and provides policy framework to ensure that public facilities and transportation systems are constructed in proportion to new urban development.

Pursuant to the Contra Costa Transportation Improvement and Growth Management Program (Measure C) passed by County voters in 1988, this Element intends to ensure balance between new urban development and public facilities. Contra Costa Transportation Authority determined that the Growth Management Element shall contain the following:

- Traffic Level of Service (LOS) standards
- Programs for Routes of Regional Significance
- Performance standards for public facilities
- Five-year Capital Improvement Program

3.1 GROWTH AND EXPANSION

CURRENT DEVELOPMENT PROJECTS

The City has a substantial inventory of residential projects with development approvals, as well as several planned commercial and industrial complexes. The two largest residential projects – San Marco and Alves Ranch – are both located in the Southwest Hills subarea. A total of 3,500 housing units are in the pipeline. Business and Community Commercial districts are also planned for the southeastern portion of the City along State Route 4 and within the Southwest Hills subarea. Two major industrial projects are located along the industrial waterfront area – Los Medanos Energy Facility and Delta Energy Facility. For more details on current development projects, see the *Pittsburg General Plan Update: Existing Conditions and Planning Issues Report* (June 1998).

GROWTH AND ANNEXATION

The Planning Area boundaries of this General Plan largely coincide with those of the City's last General Plan, which was prepared in 1988, and are described in *Chapter 1: Introduction*. Since the 1988 General Plan was adopted, Pittsburg has witnessed six major expansions of its City boundaries, totaling approximately 2,780 acres:

- *Northeast River subarea*. In 1990, 1,170 acres were annexed for industrial development;
- *West Central subarea*. In 1991, 190 acres were annexed for construction of a mobile home park;
- *Buchanan subarea*. In 1997, 160 acres of Highlands Ranch were annexed for residential development;
- *Southwest Hills subarea*. In 1990, 1,030 acres were annexed for the San Marco project. In 1992, 130 acres were annexed along the western municipal boundary. Then in 1996, 100 acres were annexed south of Oak Hills.

Full implementation of the land uses proposed in this General Plan will require additional annexations in the Woodlands, Buchanan, Southwest Hills, and

Northwest River subareas. Policies also consider potential annexation of developable lands outside of the current SOI along the eastern and western edges of the City.

As part of the 1996 Contra Costa County General Plan, the County delineated an Urban Limit Line (ULL) to identify areas appropriate for urban expansion and preserve open space in the southern hills. Recently, in year 2000, the County amended its ULL, removing several hundred acres of the southern hills from planned urban growth areas. This General Plan seeks to define appropriate limits for urban growth based on land use considerations and environmental and topographic constraints.

GOALS: GROWTH AND EXPANSION

3-G-1 Manage the City's growth to balance development of housing options and job opportunities, protection of open space and habitat areas, construction of transportation improvements, and preservation of high quality public facilities.

POLICIES: GROWTH AND EXPANSION

3-P-1 Allow urban development only in areas where public facilities and infrastructure (police, fire, parks, water, sewer, storm drainage, and community facilities) are available or can be provided.

Prior to development approval, public service agencies and/or districts should be contacted and assurance gained that areas of urban expansion will have all necessary infrastructure.

3-P-2 Prior to project approval, ensure that the existing and planned transportation system will have adequate capacity to accommodate new urban development.

Table 3-1
Traffic Level of Service Standards for Basic Routes

<i>Land Use Character</i>	<i>Level of Service (LOS)</i>	<i>Range of Volume / Capacity Ratios</i>
Rural	Low-C	0.70 – 0.74
Semi-Rural	High-C	0.75 – 0.79
Suburban	Low-D	0.80 – 0.84
Urban	High-D	0.85 – 0.89
Downtown	High-D	0.85 – 0.89

Source: City of Pittsburgh, Department of Public Works, 2000.

3.2 TRAFFIC STANDARDS

Chapter 7: Transportation establishes goals and policies for traffic services and roadway improvements, bicycle and pedestrian movement, and Transportation Demand Management (TDM) programs.

Traffic conditions on local streets and regional transportation routes are a major factor in the quality of life for Pittsburgh residents. Traffic levels of service (LOS), expressed as letter grades A-F, measure volume-to-capacity ratios to estimate the delay experienced by drivers. Variations in driving conditions, including speed, travel time, and freedom to maneuver, are indicated by LOS measures.

Measure C requires consistency with traffic standards for Basic Routes, which are defined as all local roads not designated as Routes of Regional Significance. Measure C standards are keyed to land use character, as shown in Table 3-1 and Figure 3-1. However, the City requires better traffic flow – High D (0.85-0.89) LOS standard – for Downtown (Central Business District) than required by Measure C.

LOS standards are considered met if:

- Measurement of actual conditions at the intersections indicates that operations are equivalent to or better than those specified in the standard; or
- The City has, in its adopted five-year Capital Improvement Program (CIP), included projects which, when constructed, will result in operations better than or equivalent to those specified in the standard.

GOALS: TRAFFIC STANDARDS

- 3-G-2 *Maintain acceptable traffic levels of service (LOS) – equal to or better than Measure C requirements – on City streets and roadways.*

POLICIES: TRAFFIC STANDARDS

- 3-P-3 *Ensure that all Basic Routes within the City (not designated as Routes of Regional Significance in Figure 3-1) maintain the traffic LOS standards contained within Table 3-1.*
- 3-P-4 *Prepare, adopt and implement a Transportation Systems Management (TSM) ordinance, with the purpose of ensuring attainment of adopted traffic LOS standards.*

In accordance with court rulings on Bay Area Air Quality Management District's (BAAQMD) Rule 13, much of the implementation will be voluntary.

Capital Facilities and Funding

- 3-P-5 *Review and update the City's transportation impact fee schedule, requiring developers to pay the costs necessary to mitigate impacts of their development projects on the local and regional transportation system.*

As part of this process, the City should ensure that the cost of transportation improvements listed in Section 7-1, along with other improvements, are reflected in the schedule. The schedule should also differentiate fees based on location of projects within the LOS Areas (i.e., higher fees in areas where greater mitigation and high LOS standards are needed.)

- 3-P-6 *Pursue funding from the CCTA Local Street Improvement and Maintenance Fund for roadway projects intended to maintain LOS standards, implement action plans for Regional Routes, or provide Special Circumstances mitigation.*

In no case will revenue from the CCTA Local Street Improvement and Maintenance Fund replace private developer funding for transportation projects needed to meet LOS standards in new growth areas.

- 3-P-7 *Prepare and adopt a five-year Capital Improvement Program (CIP) that describes City-sponsored capital projects necessary to maintain and improve traffic operations within the City. Proposed funding sources, agency responsibility, and project phasing should be identified in the CIP. Update the CIP every five years.*

Regional Transportation Planning

- 3-P-8 *Work with Contra Costa Transportation Authority (CCTA) and TRANSPLAN (the transportation planning committee for East County) to develop and implement Action Plans for Routes of Regional Significance, as designated in Figure 3-1.*

The City should also participate in the CCTA's conflict resolution process, as needed to resolve disputes related to the development and implementation of Action Plans.

Development Review

- 3-P-9 *As part of development review, ensure that project proponents pay all fees associated with development of a City-lead traffic impact study for all development projects expected to generate more than 50 peak-hour vehicle trips.*

The traffic impact study managed by City staff should be prepared according to CCTA's Technical Guidelines and the Institute of Transportation Engineer's Traffic Access and Impact Studies for Site Development, Proposed Recommended Practice.

- 3-P-10 *Approve proposed development projects expected to generate over 100 peak-hour trips ONLY if Findings of Consistency with adopted traffic LOS standards are found.*

Findings of Consistency may be made only if a traffic impact analysis shows that the development project is consistent with adopted Action Plans and will not result in violation of adopted LOS standards for Basic Routes, unless:

- Projects included in the City's five-year Capital Improvement Program will result in attainment of adopted LOS standards; or
- Findings of Special Circumstances, including appropriate mitigation measures, have been adopted by the City and CCTA.

3.3 PUBLIC FACILITIES

Other public facilities for which performance standards have been developed include police, fire, parks, water, sewer, flood control, schools, and community facilities.

GOALS AND PERFORMANCE STANDARDS: PUBLIC FACILITIES

Police

Goals: Police

- 3-G-3 *Maintain comprehensive police services and timely emergency response in all parts of Pittsburg.*

Performance Standards: Police

- 3-S-1 *Ensure that the Pittsburg Police Department can maintain a three- to five-minute response time for all emergency calls, five- to eight-minute response time for priority non-emergency calls, and ten- to twenty-minute response for non-emergency calls.*
- 3-S-2 *Strive to maintain 1.8 sworn police officers per 1,000 residents.*

Fire

Goals: Fire

- 3-G-4 *Maintain comprehensive and efficient fire and emergency medical response in all parts of Pittsburg.*

Performance Standards: Fire

- 3-S-3 *Ensure that the Contra Costa Fire Protection District can maintain a five-minute response time for 90% of emergency calls.*

- 3-S-4 *Ensure that the Contra Costa Fire Protection District can locate a fire station within 1.5 miles of all residential and non-residential development.*
- 3-S-5 *Pursue appropriate sites as needed to construct fire stations for efficient emergency response to all City residents.*

Parks

Goals: Parks

- 3-G-5 *Provide and maintain active and passive parks and recreation facilities within a reasonable walking distance of residents in all parts of Pittsburg.*

Performance Standards: Parks

- 3-S-6 *Provide a ratio of 5 acres of community and neighborhood parkland per 1,000 residents. Ensure that residential developers dedicate parkland in accordance with this standard.*
- 3-S-7 *Pursue the development of park and recreation facilities within reasonable walking distance of all residences.*
- 3-S-8 *Ensure that all new park sites consist of level, usable recreational space by requiring a minimum of 80 percent of the park site to have slopes of less than 3 percent.*
- 3-S-9 *Limit minimum park acreage dedications in new residential neighborhoods to generally no less than 2 acres.*

Water

Goals: Water

- 3-G-6 *Maintain an adequate water capacity and distribution system to serve current and future residents in all parts of Pittsburg.*

Performance Standards: Water

- 3-S-10 *Ensure that adequate water supply, quality, and distribution infrastructure will be available to serve all proposed development projects.*
- 3-S-11 *Provide an average of 180 gallons per capita per day (gpcd) of treated water per resident.*
- 3-S-12 *For fire flow demands, maintain water pressure at 20 pounds per square inch (psi).*

Sewer**Goals: Sewer**

- 3-G-7 *Maintain an adequate sewer collection and treatment system to serve current and future residents in all parts of Pittsburgh.*

Performance Standards: Sewer

- 3-S-13 *Ensure that adequate sewage collection, transfer, and treatment facilities will be available to serve all proposed development projects.*
- 3-S-14 *Design and construct sewer mains to act at 60% capacity, and trunklines at 100% capacity.*

Storm Drainage**Goals: Storm Drainage**

- 3-G-8 *Maintain adequate flood control facilities to minimize storm hazards in all parts of Pittsburgh.*

Performance Standards: Storm Drainage

- 3-S-15 *Ensure that new development provides adequate on-site storm drain facilities to accommodate 10- and 25-year flood flows, and that downstream City flood control facilities are not exceeded in 100-year flows.*
- 3-S-16 *Construct all pad elevations for new habitable buildings at least one foot above the 100-year flood plain, as determined by the Federal Emergency Management Agency (FEMA).*
- 3-S-17 *Ensure that storm drainage from new development, either surface or piped, shall not drain into Contra Costa Canal rights-of-way.*

Schools

Goals: Schools

- 3-G-9 *Maintain adequate public school facilities in locations accessible to residents in all parts of Pittsburg.*

Performance Standards: Schools

- 3-S-18 *Ensure that new development provides necessary funding as required by State law and/or capital facilities to ensure public schooling at or under capacity for all Pittsburg youth.*

POLICIES: PUBLIC FACILITIES

- 3-P-11 *Review and update the City's development impact fee schedule to ensure that new development pays it's proportional share of the costs associated with the provision of facilities for police, fire, parks, water, sewer, storm drainage, and schools.*
- 3-P-12 *Approve new development projects only if at least one of the following conditions is met:*

- *Adopted performance standards will be maintained following project occupancy;*
- *Project-specific mitigation measures are planned and implemented in order to ensure maintenance of adopted performance standards; or*
- *Capital projects planned by the City or special districts will result in maintenance of adopted performance standards.*

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4 URBAN DESIGN

This element provides hillside and ridgeline preservation policies, identifies local views and city edges, outlines improvement strategies for key corridors within the City, and contains policies relating to design and development of residential neighborhoods.

The design of key corridors and infill areas—such as the Downtown neighborhoods and BART Station Areas—will be central to fostering a livable and vital City. Many General Plan policies emphasize reuse and intensification adjacent to local activity centers. However, as development extends into the foothills, preserving ridgelines and views of hills will become increasingly critical in preserving the City's identity.

4.1 VIEWS, RIDGES, AND EDGES

VIEWS WITHIN PITTSBURG

The most identifying feature lending Pittsburg a sense of character is its location between the rolling, grassy hills to the south and Suisun Bay/Sacramento River Delta to the north. Views of both natural features are important to the visual quality of the community. From the flatland areas of Pittsburg, views of the southern hills are prominent. Rolling, grassy slopes and the larger, vegetated mountains of Black Diamond Mines Regional Preserve rise to meet the skyline. Through streets designed in a north-south configuration afford views of the hills. Larger open spaces, such as the Civic Center and Stoneman Park, also provide unobstructed views.

Figure 4-1 illustrates a Viewshed Analysis conducted within the Planning Area. Using the ArcView program, four “viewpoints” throughout the City were selected, and digital elevation modeling used to determine what hills and ridgelines were visible from each. Areas visible from all four viewpoints include multiple small ridgelines in the southern hills, particularly areas southwest of existing development surrounding the Pittsburg/Bay Point BART station.

These southern hills lend Pittsburg residents a sense of identity. Drivers recognize the transition into Pittsburg as they crest the ridgeline on State Route 4 from Concord. Views of the hills to the south, and Suisun Bay to the north, create an identifiable entryway for the City. Views from the southern hills include vistas of the cityscape and Suisun Bay beyond.

MAJOR AND MINOR RIDGELINES

In order to define major and minor ridgelines within the City's southern hills, three components were used: structure, elevation, and visibility. The structural component of ridgelines is the branching pattern of the ridge system. The major stem of the ridge system is considered a major ridgeline, while smaller branches are considered minor ridgelines. Elevation also distinguishes major – higher – ridgelines, from minor – lower – peaks; all ridgelines that are delineated as major or minor are generally 500 feet or higher in elevation. Finally, the Viewshed Analysis described above identifies ridgelines visible from several places within the City. This visibility analysis was used to ensure continuity among ridges throughout the Planning Area. In Figure 4-2, major and minor ridgelines are delineated throughout the southern hills. A thick bar is used to identify major ridgelines, while a thin bar is used to identify minor ridgelines. However, the thickness of these bars is intended for symbolism only; it is not intended to represent the width of ridge protection zones.

Based on the Viewshed Analysis, the City's hillside regulations may be modified as needed to balance the City's goals of maintaining the aesthetic appearance of the surrounding hills, encouraging development of upscale housing, ensuring slope stabilization, providing access for public safety, developing a cohesive infrastructure plan, and implementing a workable traffic and transportation plan.

URBAN EDGES

The Suisun Bay waterfront and marshlands constitute the City's northern boundary, while rolling, grassy hills define its southern edge. In the General Plan, new residential developments proposed for the southern hills are intended to achieve clustered neighborhoods in small valleys and areas of gentler slopes. Residential densities gradually decrease as one moves further south into the hills.

North of State Route 4, the unincorporated community of Bay Point lies at Pittsburg's western edge, while south of State Route 4, the City of Antioch shares Pittsburg's eastern boundary. Major transportation corridors—such as State Route 4 and the Bay Area Rapid Transit (BART) rail—provide access to the City from the east and the west. Lower-density residential neighborhoods fade into the hills that

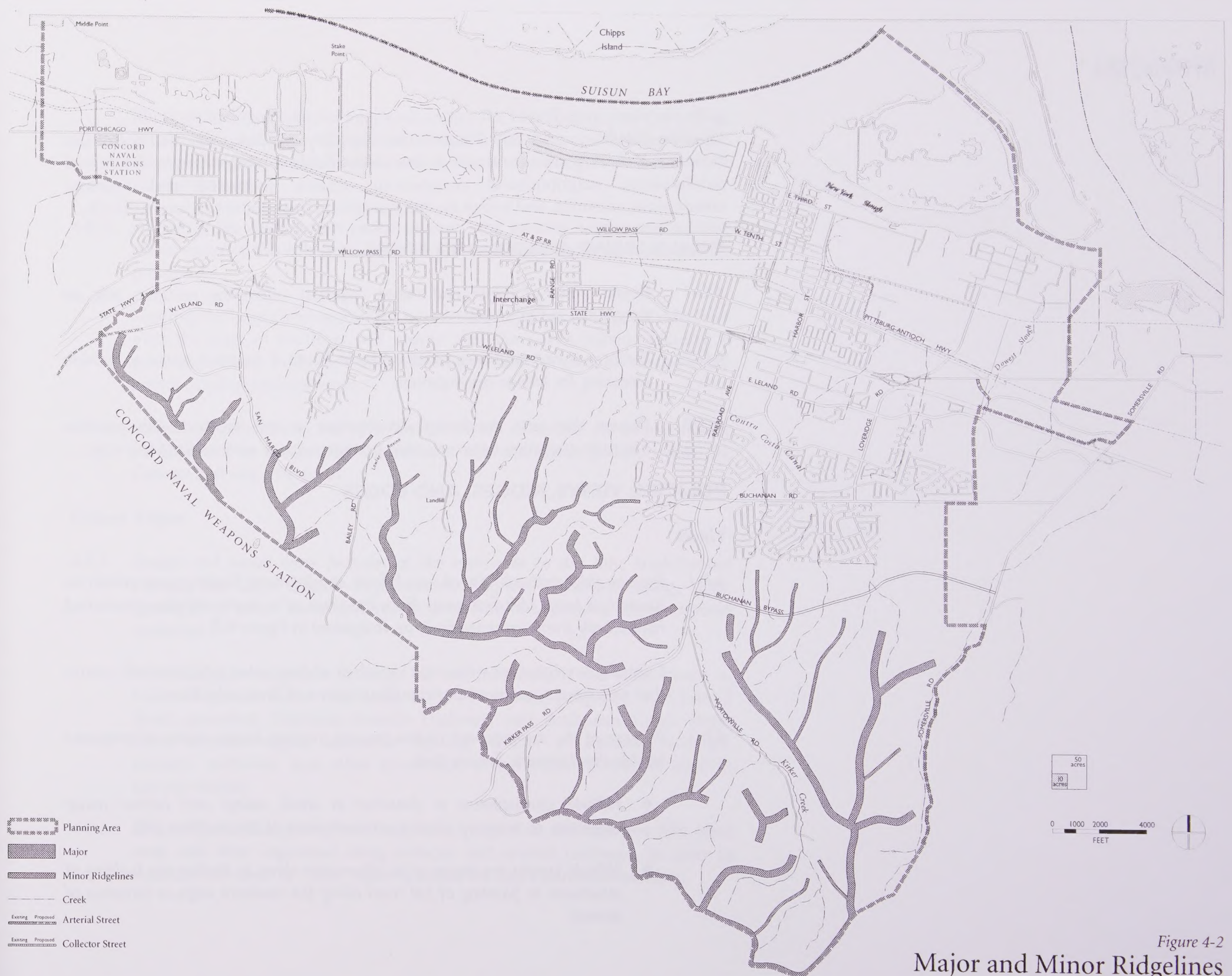


Figure 4-2
Major and Minor Ridgelines

separate Pittsburg and Bay Point from the City of Concord. The transition between Pittsburg and Antioch is less identifiable – single-family residential subdivisions, neighborhood commercial centers, industrial and business commercial activities, and urban facilities continue from Pittsburg into Antioch.

GOALS: VIEWS, RIDGES, AND EDGES

- 4-G-1 *Retain views of major and minor ridgelines within the southern hills, as designated in Figure 4-2.*
- 4-G-2 *Preserve minor ridgelines south of State Route 4 as open space to provide screening for hillside development.*
- 4-G-3 *Ensure that new residential development in the southern hills provides adequate transition between urban and open space uses on the City's edge.*

POLICIES: VIEWS, RIDGES, AND EDGES

Views

- 4-P-1 *Require ridge setbacks for all new hillside development. Building pads should be located at least 150 feet away from the crest of a major ridgeline (measured horizontally from the centerline), as designated in Figure 4-3.*

Limiting development within the viewshed of designated ridgelines will ensure that new development retains significant views of these ridgelines.

- 4-P-2 *As part of the development review process, require design review of proposed hillside development. Ensure that:*
 - *Hillside development is clustered in small valleys and behind minor ridgelines, to preserve more prominent views of the southern hills.*
 - *Hillside streets are designed to allow open views by limiting the building of structures or planting of tall trees along the southern edge or terminus of streets.*

Many arterial and collector roadways within the City feature views of rolling, grassy hills. Sensitive layout and design of new and redeveloped sites throughout Pittsburg can retain and enhance views of these tremendous natural features.

- 4-P-3 As part of the development review process, limit building heights and massing where views of the hills from adjacent properties and public spaces could be preserved.*

Limiting the height and massing of new structures to retain views of ridgelines over the tops of rooflines will ensure that the City's hillside identity is preserved. These building standards should then be used to ensure views before development approval.

- 4-P-4 Develop and implement use of a "Design Review Checklist" for all new hillside development, to ensure that conservation and site layout policies within the General Plan are considered.*

Urban Edges

- 4-P-5 Design and install entry features at the entrances to the City, implemented through the City's Capital Improvement Program. Use landscaping, signs, lighting, and other visual features to announce the gateway along regional roadways.*

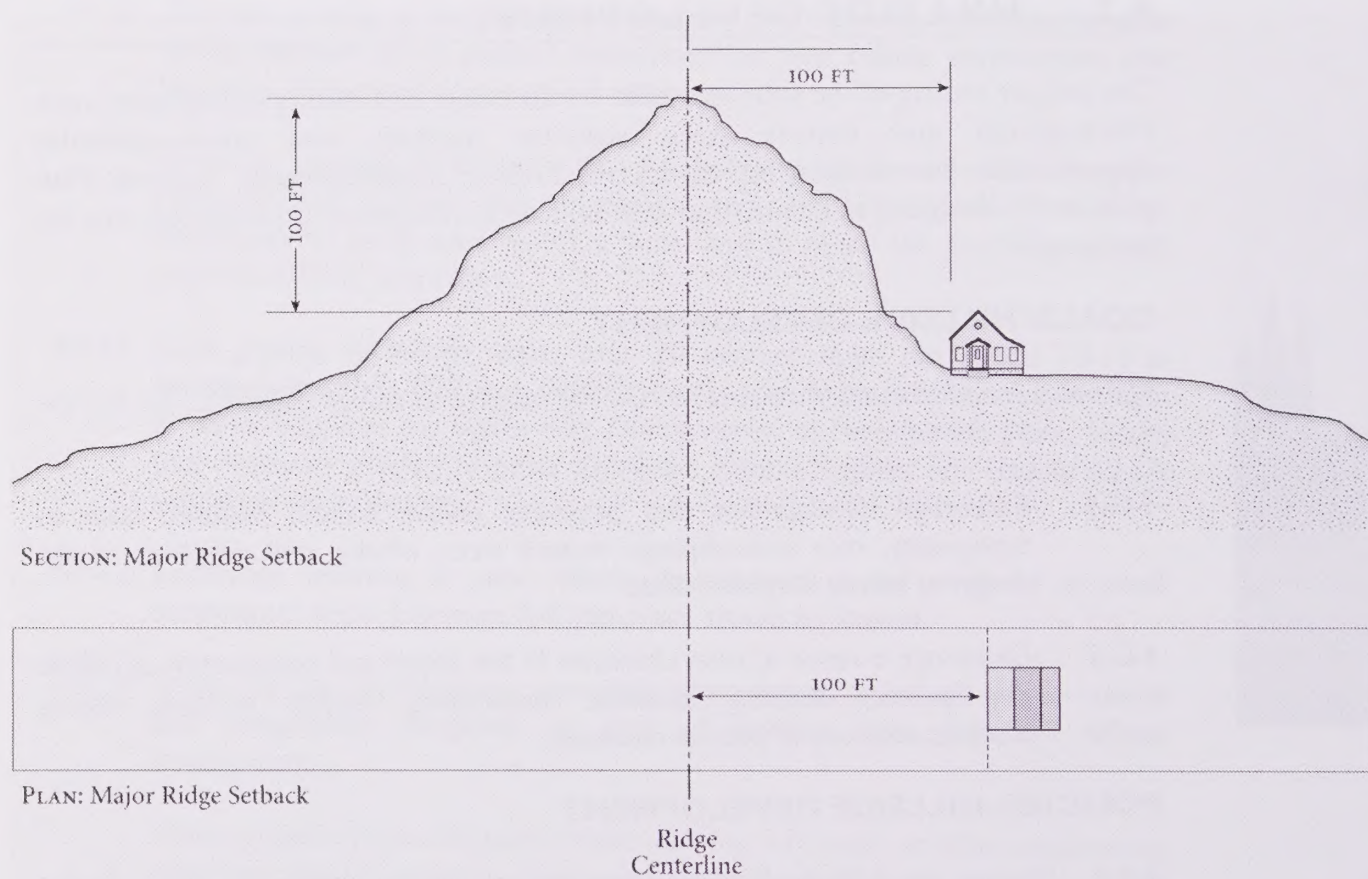
Potential gateway points include, but are not limited to: State Route 4, Railroad Avenue/Kirker Pass Road, Willow Pass Road, proposed West Leland Road extension, Pittsburg-Antioch Highway, and Buchanan Road. Street trees, welcome signs, decorative lighting (similar to Railroad Avenue), banners, archways, and other streetscape design elements can be used in gateway design.

- 4-P-6 Ensure that developers of new residential projects in the southern hills plant trees and other vegetation along collector and arterial roadways, in order to maintain the sense of "rural" open space at the City's southern boundary.*

Although residential developers should restrict planting of trees and landscaping that will block views of the hills from other areas of the City, or views of Suisun Bay from hillside streets, vegetation along new roadways will contribute to the goal of retaining a sense of open space.

4-P-7 Ensure that design treatment of new development at the City's southern boundary retains a rural feel by:

- *Discouraging the use of solid walls along these edges (fences must be visually permeable; however, discourage use of chain link in front and side yards);*
- *Using materials and design to promote a rural feeling (for example, wooden or other rustic materials); and*
- *Encouraging development at the outer edge of the City to face outwards toward the rural landscape (preventing a solid wall of residential backyard fences).*

**Figure 4-3: Ridge Setbacks**



4.2 HILLSIDE DEVELOPMENT

The unique setting of the southern hills—with ridges and rolling topography, rock outcroppings and mature trees, sensitive habitats, and views—provides opportunities for creation of distinctive hillside neighborhoods. General Plan policies are designed to ensure that new hillside development is integrated into the landscape.

GOALS: HILLSIDE DEVELOPMENT

For policies and discussion related to views of major and minor ridgelines, see Section 4.1.

- 4-G-4 Encourage development that preserves unique natural features, such as topography, rock outcroppings, mature trees, creeks, and ridgelines, in the design of hillside neighborhoods.
- 4-G-5 Encourage a sense of rural character in the design and construction of hillside development, including extensive landscaping, rooftop terraces, sloping rooflines, and use of natural materials.

POLICIES: HILLSIDE DEVELOPMENT

- 4-P-8 Update the Hillside Planned Development District within the City's Zoning Ordinance to reflect the hillside development standards and policies set forth within this General Plan.

Preservation and Grading

- 4-P-9 Encourage new hillside development to preserve unique natural features by mapping all natural features as part of development applications, including landforms, mature tree stands, rock outcroppings, creekways, and ridgelines. During development and design review, ensure that site layout is sensitive to such mapped features.

- 4-P-10 Minimize grading of the hillsides. Amend the City's Zoning Ordinance to allow density bonuses of 10 percent (maximum) for new hillside development that preserves 40 percent of natural hill contours.*

Extensive grading of hillsides has the potential to destroy their irregular character and increase risk of geologic and landslide hazards. Encourage developers to grade only building pads, and to blend the graded area with adjacent hillside properties.

- 4-P-11 Limit grading of hillside areas over 30 percent slope (on Figure 10-1) to elevations less than 800 feet, foothills, knolls, and ridges not classified as major or minor ridgelines (on Figure 4-2). During review of development plans, ensure that necessary grading respects significant natural features and visually blends with adjacent properties.*

- 4-P-12 Encourage terracing in new hillside development to be designed in small incremental steps. Extensive flat pad areas should be limited.*

- 4-P-13 Revise the City's development permitting requirements to include erosion control and revegetation programs as part of grading plans for new hillside development.*

Where erosion potential exists, hydro-seeding, silt traps, or other engineering solutions may be required. Using revegetation as an erosion control measure also contributes to the aesthetic, natural character of a hillside.

- 4-P-14 Preserve natural creeks and drainage courses as close as possible to their natural location and appearance.*

“Man-made” streams (manufactured drainage courses designed to simulate natural creeks) draining into natural creeks are preferable to concrete channels for ensuring adequate surface drainage in new hillside development.



Figure 4-4: Flag Lots

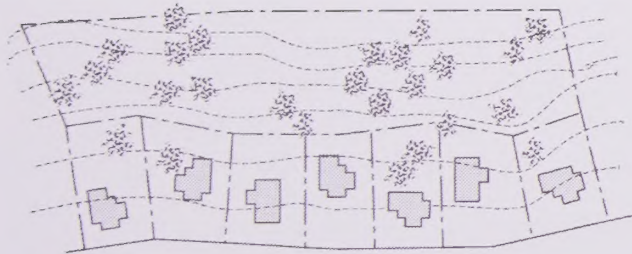


Figure 4-5: Flexible Hillside Setbacks

Lot Configuration

- 4-P-15 Minimize the visual prominence of hillside development by taking advantage of existing site features for screening, such as tree clusters, depressions in topography, setback hillside plateau areas, and other natural features.
- 4-P-16 Allow flag lots with common driveways within hillside neighborhoods, in order to encourage terracing of buildings while minimizing roadway cut-and-fill (see Figure 4-4).
- 4-P-17 Encourage clustering of Hillside Low-Density units in the southern hills, with resulting pockets of open space adjacent to major ridgelines and hillside slopes. Allow density bonuses of 10 percent (maximum) for preservation of 60 percent or more of a project's site area as open space.

Clustering new residential development will retain open space within the southern hills. During design review, encourage open space pockets within the most visible hillside slopes.

- 4-P-18 Allow flexible (for example, staggered) front and side building setbacks (including zero-lot-line and attached conditions) within clustered hillside residential areas if this allowance will protect an existing slope.

Flexible setback standards allow more creative design of residential sites to preserve natural features and steep slopes (see Figure 4-5).

- 4-P-19 Encourage lot configuration such that perimeter walls and fences along arterial corridors within the southern hills are not needed.
- 4-P-20 Discourage lot orientation that fronts onto the cross-slope of street segments on steep grades.
- 4-P-21 Encourage single-loaded streets parallel to steep slopes, with placement of lots on the uphill side of the street, such that homes front down-slope and allow open vistas from the public street.

4-P-22 Discourage placement of lots that allow the rear of homes to be exposed to lower elevation views.

Building Character

4-P-23 As part of the City's Hillside Development Standards, encourage architectural design that reflects the undulating forms of the hillside setting, such as "breaking" buildings and rooflines into several smaller components (see Figure 4-6).

Designing new residences to follow topography within hillside areas both creates safer homes (by distributing structural weight across a tiered building pad) and retains viewsheds from lower properties (by following the hills' shape, rather than blocking views with taller rectangular structures).

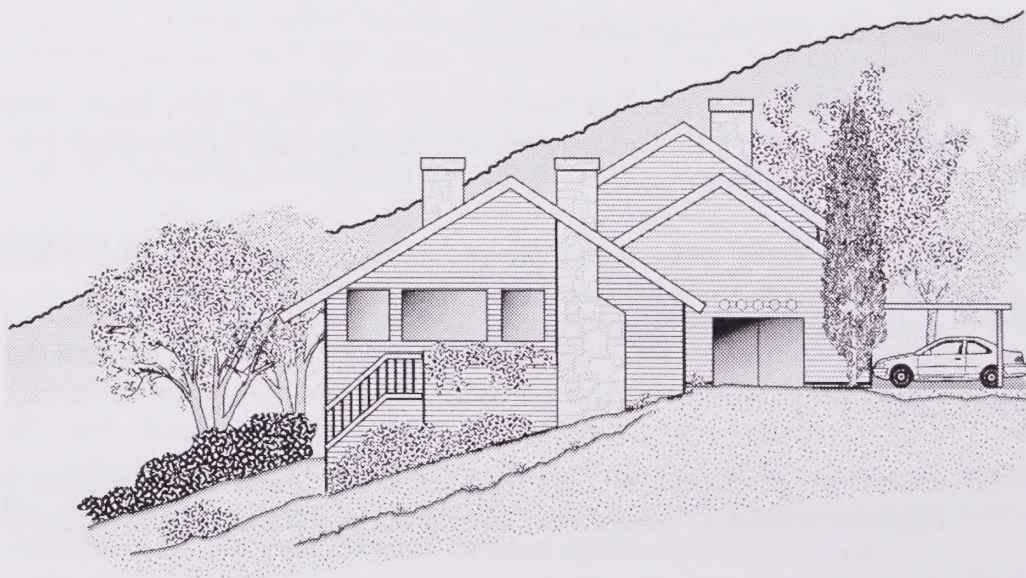


Figure 4-6: Integrated Architectural Design

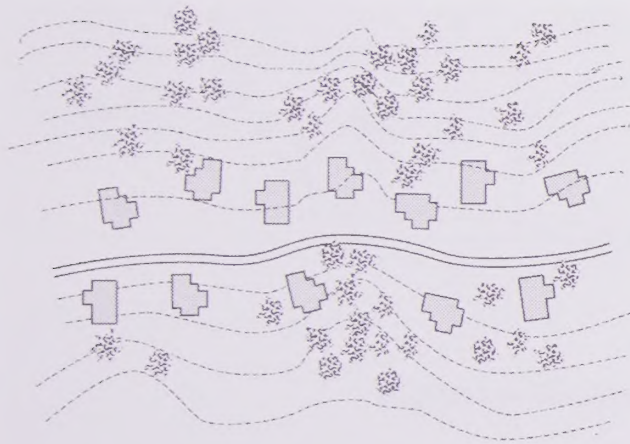


Figure 4-7: Street Layout

- 4-P-24 *Building forms should be “stepped” to conform to site topography. Encourage use of rooftop terraces and decks atop lower stories.*

Discourage construction of decks elevated on poles over sloped areas; they make buildings seem more massive from downhill lots.

- 4-P-25 *During development review, encourage residential rooflines that are oriented in the same direction as the natural hillside slope.*

- 4-P-26 *Reflect the predominant colors and textures within the surrounding landscape in selection of building materials for hillside development. Roof colors should tend toward darker earth tones, so that they are less visible from adjacent or upslope properties.*

Preferred building materials include wood siding, exposed wooden structural elements, and natural-colored stucco.

Clustering new residential development will retain open space within the southern hills. During design review, encourage open space pockets within the most visible hillside slopes.

- 4-P-27 *Maximize water conservation, fire resistance, and erosion control in landscape design through use of sturdy, native species. Use irregular planting on graded slopes to achieve a natural appearance.*

Street Layout

- 4-P-28 *Encourage developers to align and construct streets along natural grades. Minimize visibility of streets from other areas within the City (see Figure 4-7).*

- 4-P-29 *Encourage the construction of split roadways on steep hillsides, where appropriate.*

Split roadways allow the integration of natural features, such as mature trees and rock outcroppings, into the street design. Additionally, landscaping is increased and medians can be used to collect drainage flows.

4-P-30 Ensure that all residential developers provide multi-use trails or trailheads connecting to local schools and parks, commercial centers, and regional open spaces.

Because housing will be clustered in hillside areas, the provision of trails through remaining open space areas will provide connections to employment, shopping, and recreation centers within the City's flatlands.

4-P-31 Provide on-street parking along hillside roads in parking bays where topography allows.

4.3 KEY CORRIDORS

The design of several major transportation corridors within the City has a significant impact on the City's sense of character. These key corridors—which include Railroad Avenue, Willow Pass Road, Leland Road, and State Route 4—are described below, and design improvements are suggested for each. Design focus is placed on streetscaping, redevelopment opportunities, and views.

RAILROAD AVENUE

Railroad Avenue is the City's most important arterial corridor. Historically, Railroad Avenue was the City's major railway corridor, used for transporting coal from the Black Diamond Mines to Suisun Bay's deep-water ports. As the City matured and Black Diamond Mines was closed, the railway corridor was transformed into the City's major north-south roadway axis. The Railroad Avenue corridor also evolved into the City's destination for commercial activities. South of the Downtown core, Railroad Avenue consists of two distinct sections:

1. *BNSF Railroad Overpass to State Route 4.* North of State Route 4, the east side of Railroad Avenue consists primarily of small, single-family units converted to independent office and commercial uses. The Civic Center, featuring a new steel city hall structure, and City Park, containing several large playing fields, constitute the western side of the corridor.

Railroad Avenue then rises over the Southern Pacific railroad tracks and dips under the BNSF railroad tracks. This exchange with the railroad tracks is enhanced with landscaping, a center median, historic streetlamps, and a pedestrian path. It creates the entry into Downtown, the City's historic commercial core. Downtown design and streetscaping is discussed in detail in Chapter 5: Downtown.

2. ***State Route 4 to Buchanan Road.*** Railroad Avenue, south of State Route 4, is lined with small offices, commercial centers (strip malls), parking lots, and fast food restaurants. Set in a mix along the corridor, commercial activities include small-scale structures positioned along the street frontage, and larger-scale shopping centers set back behind parking areas. At the southern end of the corridor, single and multi-family subdivisions back up to the street with landscaped sound walls. Recent streetscape improvements have provided center medians with street trees, vines and trellises. The City has also installed historic streetlights along Railroad Avenue, lending a sense of history and identity to the important corridor.

A linear park extending along the west side of the corridor from State Route 4 to the Delta De Anza trail contains benches, grassy areas, and large Eucalyptus trees. Underground utilities and wide sidewalks create a peaceful, attractive setting along the heavily-trafficked arterial roadway.

GOALS AND POLICIES: RAILROAD AVENUE

Goals: Railroad Avenue

- 4-G-6 *Create an attractive, walkable corridor, featuring a variety of land uses, along the City's major north-south arterial.*
- 4-G-7 *Support and encourage redevelopment of aging commercial properties along Railroad Avenue.*

Policies: Railroad Avenue, BNSF Railroad Overpass to State Route 4

Figure 4-8 illustrates the proposed urban design features along Railroad Avenue, from the BNSF railroad overpass to State Route 4.

Streetscape

- 4-P-32 *Continue installation and maintenance of street trees, sidewalks, and historic streetlights along Railroad Avenue.*
- 4-P-33 *Pursue the extension of the Railroad Avenue linear park north along the west side of the arterial to City Park.*

The Railroad Avenue linear park extends north until the roadway narrows at the Railroad Avenue/State Route 4 interchange. Extension of the linear park across the highway would provide residents with an accessible connection to the Civic Center and City Park. However, the City must work with Caltrans on reconstruction of the Railroad Avenue interchange to ensure safe and convenient pedestrian crossing.

Redevelopment Opportunities

- 4-P-34 *Provide incentives (available through Enterprise Zone programs and local programs) for demolition and/or reuse of blighted commercial properties near the Civic Center.*



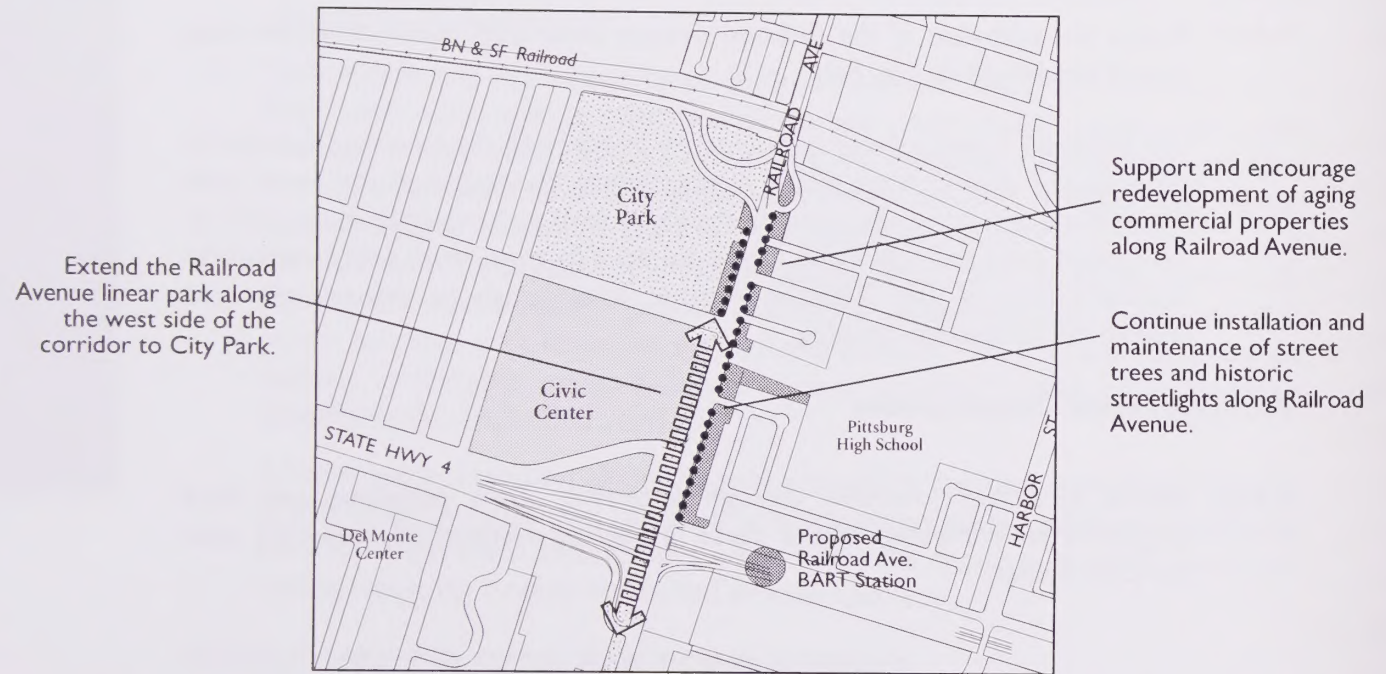


Figure 4-8
Design Features along Railroad Ave,
BNSF Railroad to State Route 4

Policies: Railroad Avenue, State Route 4 to Buchanan Road

Figure 4-9 illustrates the proposed urban design features along Railroad Avenue, from State Route 4 to Buchanan Road.

Streetscape and Parking

- 4-P-35** *Create a sense of identity along Railroad Avenue by installing street amenities fabricated from similar materials and styles as existing median trellises.*

Existing steel trellises tie into the historical importance of the City's steel industry. Continuing to install pedestrian furniture, such as benches, trash and recycling receptacles, using steel fabrication would solidify this aspect of the City's identity.

- 4-P-36** *Ensure that new development and redevelopment projects along Railroad Avenue position new retail and office structures along the sidewalk, with parking tucked behind. Consider developing architectural guidelines for new development or redevelopment along Railroad Avenue.*

- 4-P-37** *Ensure that developers plant and maintain a minimum of one tree per ten parking spaces within Community Commercial parking lots along Railroad Avenue.*

Several existing parking areas along Railroad Avenue are barren of vegetation. Most residents perceive a higher "quality of life" when green trees cover large paved areas and provide shade.

- 4-P-38** *Develop an entry feature at the intersection of Railroad Avenue/Kirker Pass Road and Nortonville Road to welcome residents and visitors to the City of Pittsburg.*

Installation of an entry feature, which may include signage, sculpture, or landscaping, should be timed before or concurrently with construction of new Hillside Low-Density Residential units south of existing development.



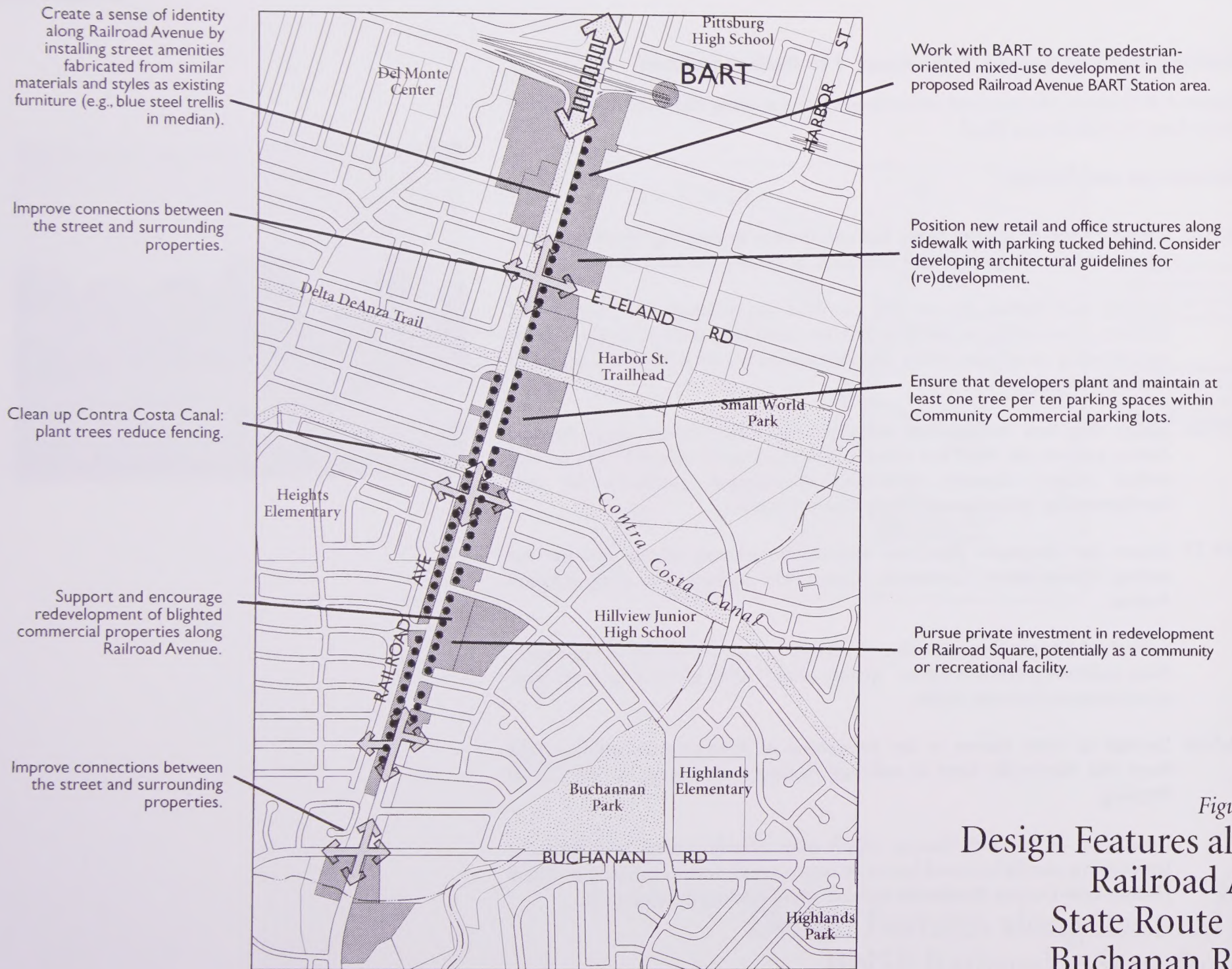


Figure 4-9
Design Features along
Railroad Ave,
State Route 4 to
Buchanan Road

Redevelopment Opportunities

4-P-39 Encourage rehabilitation and façade improvement of existing commercial centers along Railroad Avenue to ensure commercial vitality and pedestrian-oriented design.

4-P-40 Continue participation with community partners in the Business Improvement District (BID) program to fund streetscape improvements, promotion programs, and special events.

Business Improvement District (BID) programs are revitalization strategies using voluntary assessment districts in older commercial areas within the city limits. BIDs address the image of the commercial areas by identifying the areas' market niche and creating a visual identity unique to the community. Pittsburg's BID conducts local streetscaping improvements, distributes image brochures, keeps an open dialogue with the news media, and hosts festivals.

4-P-41 Provide incentives to redevelop blighted commercial properties along Railroad Avenue. Encourage developers to provide pedestrian amenities and focus on connections between the street and surrounding properties.

4-P-42 Work with Contra Costa Water District to clean up Contra Costa Canal, including the removal of litter, and reduction and beautification of fencing.

The fencing surrounding Contra Costa Canal at Railroad Avenue is currently an eyesore. Minimizing or replacing existing chain-link with ornamental fencing, and planting vegetation, could provide a much more attractive utility corridor adjacent to the City's major arterial.

4-P-43 Pursue private investment in the redevelopment of the Railroad Square shopping center. Consider development of a community or recreational facility on this property.

The Railroad Square Shopping Center, near the southern end of the corridor, is a tremendous opportunity for the City. The development of entertainment

activities (for example, movie theater, video arcade, laser tag center) within walking distance of several existing residential neighborhoods would support the City's goal of a pedestrian-oriented arterial corridor.

4-P-44 Work with BART to develop a pedestrian-oriented mixed-use district in the proposed Railroad Avenue BART Station Area.

See Section 4.4: Mixed-Use Districts, for further discussion of the proposed Railroad Avenue BART Station Area.

WILLOW PASS ROAD

The two distinct sections of Willow Pass Road are identifiable because of a railroad underpass/interchange located at Range Road:

1. *Beacon Street to Range Road.* This stretch of Willow Pass Road contains the PG&E transmission corridor, residential motels, service commercial, and industrial uses. Between the PG&E transmission corridor and Range Road, Willow Pass Road is a two-lane rural highway, lacking curbs, gutters, and sidewalks.
2. *Range Road to Bay Point.* At Range Road, Willow Pass Road curves under the BNSF Railroad tracks. Autos must then navigate a poorly-marked, antiquated interchange to reconnect with the second section of Willow Pass Road, which delivers them into the unincorporated community of Bay Point. Willow Pass Road, extending west of Range Road to Bay Point, is a wide expanse of roadway lined with large Eucalyptus trees, industrial facilities, and a landscaped sound wall forming the boundary of a contemporary single-family subdivision.

GOALS AND POLICIES: WILLOW PASS ROAD

Goals: Willow Pass Road

4-G-8 Provide more attractive streetscaping along the Willow Pass Road corridor.

- 4-G-9 *Encourage private investment and redevelopment of Willow Pass Road, east of Range Road.*
- 4-G-10 *Redesign Willow Pass Road and railroad interchange to provide safer, more desirable pedestrian and bicycle routes.*

Policies: Willow Pass Road, Beacon Street to Range Road

Figure 4-10 illustrates the urban design features proposed for Willow Pass Road, from Beacon Street to Range Road. Figure 4-11 illustrates a proposed street layout for this arterial roadway.

- 4-P-45 *Narrow the section of Willow Pass between Beacon Street and Range Road to one travel lane in each direction, and construct a landscaped center median with left-turn pockets.*

Narrowing the roadway to one lane in each direction and providing a planted median with left-turn pockets would vastly improve the streetscape, while not significantly affecting traffic levels of service. Figure 4-10 is an example of a proposed street layout for Willow Pass Road; actual design should be based on the City's adopted street standards.

- 4-P-46 *Designate a bicycle lane along Willow Pass Road.*

The provision of a designated bicycle lane would improve travel safety and convenience for residents within the northwest quadrant of the City.

- 4-P-47 *Widen sidewalks along the eastern section of the Willow Pass Road corridor, for use by local residents moving between Downtown, adjacent neighborhoods, and industrial employers.*
- 4-P-48 *Maintain a rural feeling along Willow Pass Road west of the entrance to the Harbor Lights subdivision, with two travel lanes and no sidewalks.*





4-P-49 Pursue the design and construction of an interchange/overpass at State Route 4 and Range Road. Work with Caltrans to design an interchange facility that will accommodate future traffic demands.

4-P-50 Initiate a tree-planting program along Willow Pass Road. Use a variety of native and locally-recognized trees with low maintenance needs.

Use of native plant species and locally-recognized non-native species will enhance the City's overall identity. Additionally, these species should have low watering and maintenance requirements.

4-P-51 Encourage industrial uses along Willow Pass Road to plant landscaped screening for large facilities such as tanks or loading areas.

4-P-52 Actively pursue redevelopment of vacant and underutilized parcels along Willow Pass Road with business and service commercial uses.

Policies: Willow Pass Road, Range Road to Bay Point

4-P-53 Rebuild the interchange/underpass between Willow Pass Road, Range Road, North Parkside Drive, and the BNSF Railroad tracks for safe and efficient movement of auto and bicycle traffic.

4-P-54 Reconstruct the interchange/underpass between Willow Pass Road, Range Road, North Parkside Drive, and the BNSF Railroad tracks to improve accessibility, by installing City signage and safety features (for example, stop or yield signs).

Signage, safety features, and landscaping could make the Willow Pass Road interchange more attractive and less confusing, until the interchange can be rebuilt.

4-P-55 Extend tree planting on Range Road to Willow Pass Road, west of the BNSF Railroad underpass.

Initiate a tree planting program along Willow Pass Road.

Extend tree planting program along Range Road north of the railroad overpass.

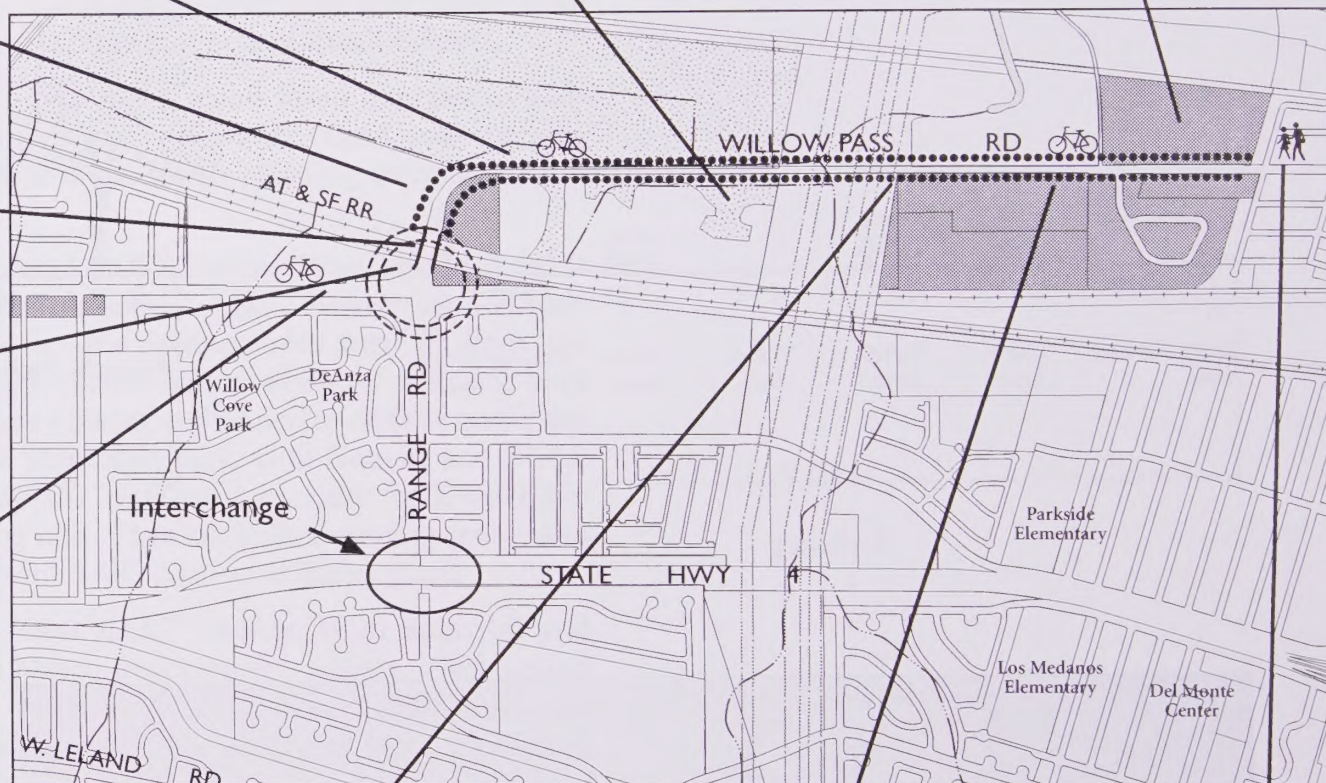
Install City signage and safety features at the railroad underpass.

Pursue reconstruction of the Willow Pass Rd / Range Rd interchange.

Designate a bicycle lane along Willow Pass Road.

Maintain a rural character west of the Harbor Lights subdivision with two lanes and no sidewalks.

Actively pursue redevelopment of vacant and underutilized parcels along Willow Pass Road with business and service commercial uses.

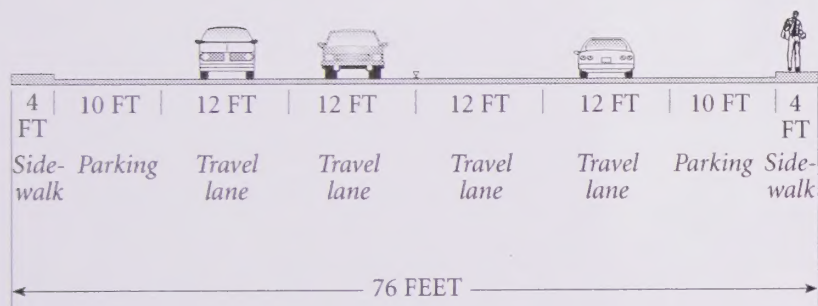


Narrow Willow Pass Road between Beacon and Range Road to two lanes with a landscaped center median with left-turn pockets.

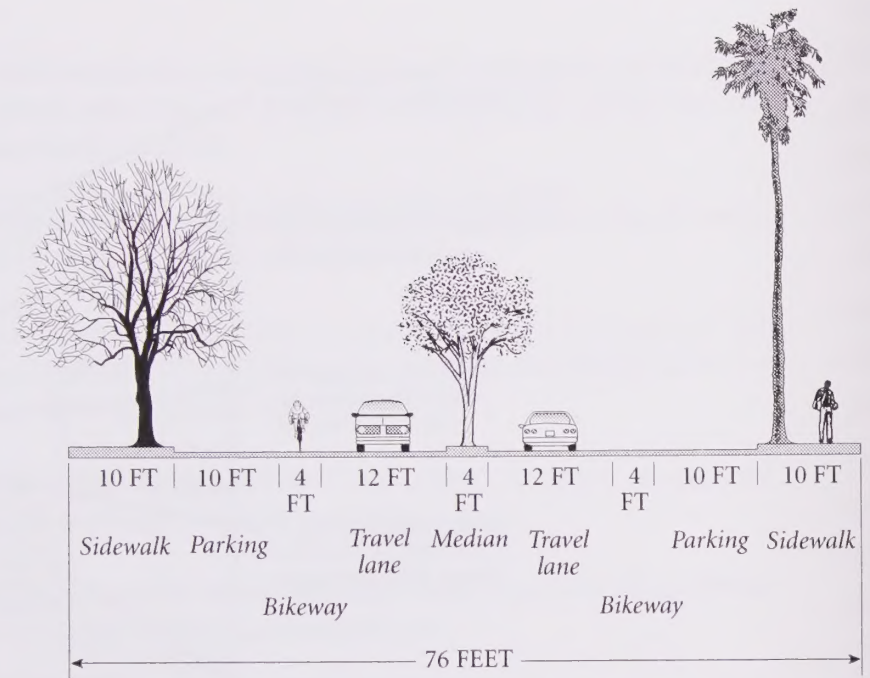
Encourage industrial uses along Willow Pass Road to plant landscaped screening for large facilities/tanks.

Widen sidewalks along eastern section of the corridor for local residents to walk from Downtown to adjacent neighborhoods and employers.

Figure 4-10
Design Features along Willow Pass Road



Existing



Proposed*

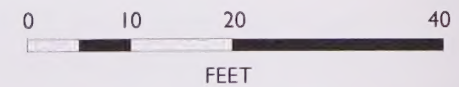


Figure 4-11
Cross Section of
Willow Pass Road

* Proposed general street design : actual construction according to City Street Standards

LELAND ROAD

Leland Road is an arterial corridor that primarily serves to move residential traffic east-west through the City. It also accommodates spillover east-west traffic from State Route 4 during peak hours. The three sections of Leland Road include:

1. *Century Boulevard to Railroad Avenue.* East Leland Road contains a well-landscaped center median and marked bicycle lanes. Land uses include neighborhood commercial activities, multi-family housing complexes, and Los Medanos Community College.
2. *Railroad Avenue to Pittsburg/Bay Point BART Station.* West Leland Road is fronted primarily by single-family residential units. Nearer to Railroad Avenue, older single-family homes face the roadway with small gardens and porches. However, most of the single-family homes along the corridor back onto the roadway, with aging wooden fences and concrete walls forming the boundary of the public space. The Stoneman Park, Golf Course, and PG&E right-of-way open spaces break up the residential corridor with extensive landscaping and views of the rolling hills. The Oak Hills shopping center also lies adjacent to the Pittsburg/Bay Point BART Station at Bailey Road.
3. *Extension West of Pittsburg/Bay Point BART Station.* With approval and construction of the proposed San Marco development project, West Leland Road will be extended west to intersect Willow Pass Road/San Marco Boulevard at State Route 4. The General Plan proposes large multi-unit housing projects, business commercial centers, and a mixed-use commercial node along the West Leland Road extension.

GOALS AND POLICIES: LELAND ROAD

Goals: Leland Road

- 4-G-11 *Initiate streetscape improvements to create an attractive, usable, multi-modal transportation corridor along Leland Road.*



Policies: Leland Road, Century Boulevard to Railroad Avenue

4-P-56 *Maintain existing landscaping along East Leland Road. Ensure that pedestrian and bicycle circulation are considered during improvements along this corridor.*

Policies: Leland Road, Railroad Avenue to Pittsburgh/Bay Point BART Station

Figure 4-12 illustrates the urban design features proposed for Leland Road, from Railroad Avenue to the Pittsburgh/Bay Point BART Station. Figure 4-13 illustrates a proposed street layout for this arterial roadway.

Streetscape

4-P-57 *Construct a center median along West Leland Road, with trees and landscaping, from Railroad Avenue to the Pittsburgh/Bay Point BART Station Area, as street right-of-way allows. Provide left-turn pockets for access to residential neighborhoods.*

The existing street layout along this stretch of Leland Road could easily accommodate a center median; existing lane markers delineate a wide center strip with left-turn pockets as needed. Figure 4-12 is an example of a proposed street layout for West Leland Road; actual design should be based on the City's adopted street standards.

4-P-58 *Provide marked, on-street bike lanes along Leland Road, west of Stoneman Park.*

Bicyclists often use the West Leland Road corridor for transportation between local commercial centers, recreational activities, and residential neighborhoods. A designated bike lane, with signage, would create a safer environment for bicyclists.

Construct a center median with trees and landscaping, from Railroad Avenue to Pittsburg Bay Point BART Station Area. Provide left turn pockets for access to residential neighborhoods.

Provide marked on-street bike lanes along Leland Road, west of Stoneman Park.

Construct and maintain covered bus shelters at transit stops along Leland Road.

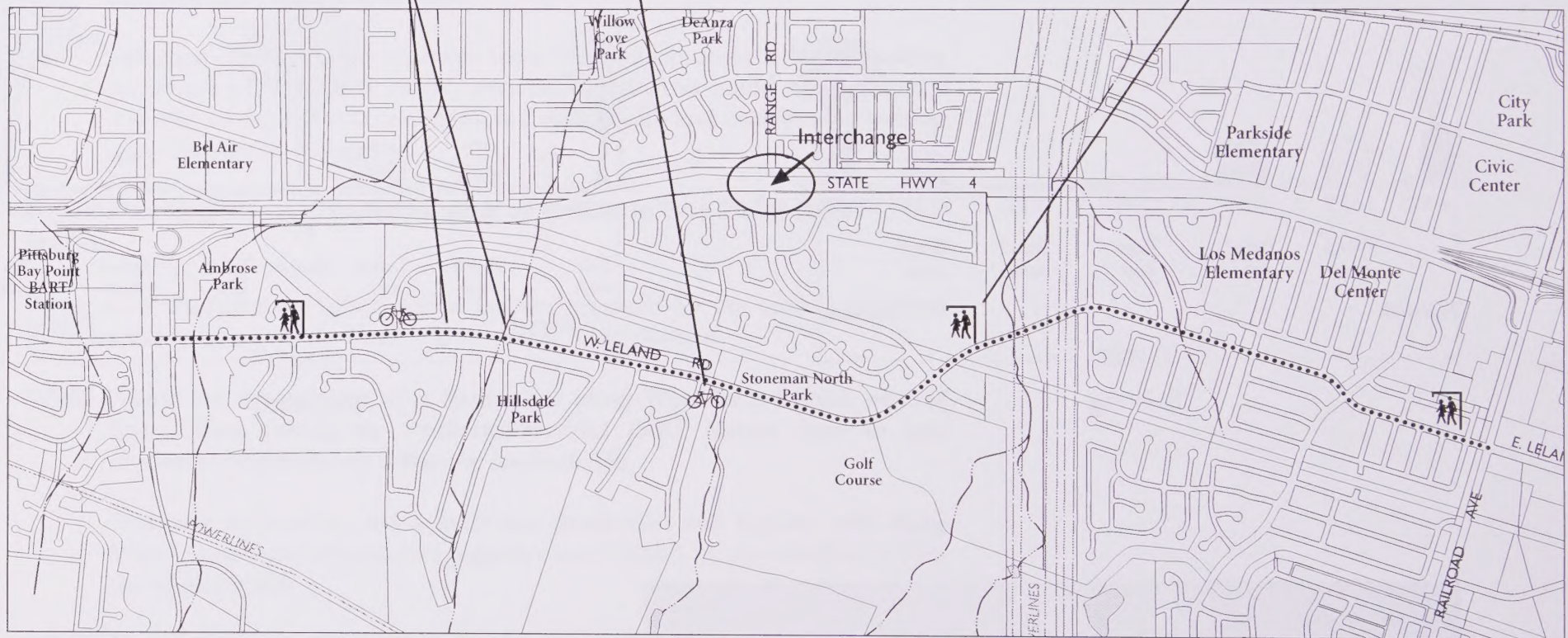
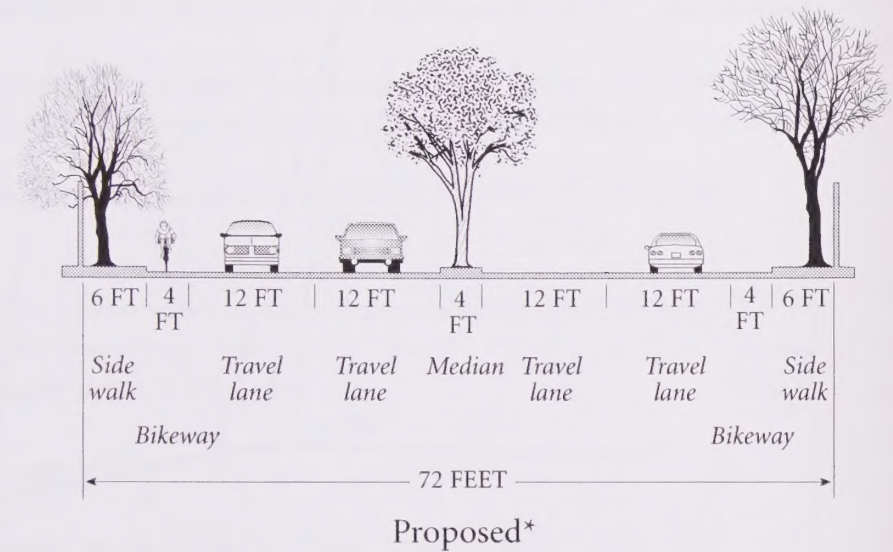
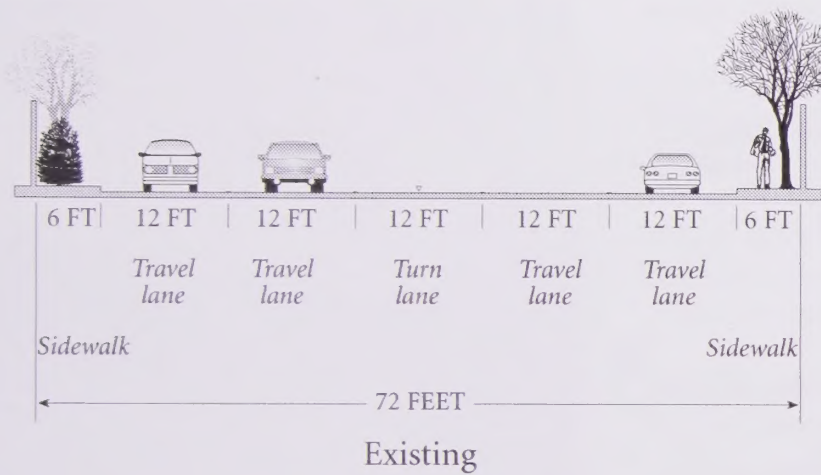


Figure 4-12
Design Features along Leland Road,
Railroad Avenue to Pittsburg/Bay Point BART



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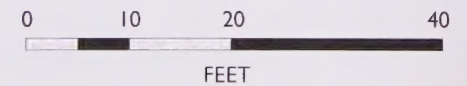


Figure 4-13

Cross Section of Leland Road

- 4-P-59 For pedestrian safety and comfort, construct and maintain covered bus shelters at transit stops along Leland Road.*

Although the provision of street trees will contribute to a better waiting environment for transit riders, covered bus shelters could both heighten visibility of local transit programs and ensure safe and comfortable waiting areas for local residents.

Policies: Leland Road, Extension west of Pittsburg/Bay Point BART Station

Figure 4-14 illustrates the urban design features proposed for the section of Leland Road extending west from the Pittsburg/Bay Point BART Station.

- 4-P-60 Pursue the development of a linear park along West Leland Road, west of Bailey Road, linking the Pittsburg/Bay Point BART Station Area to new residential neighborhoods within the southern hills.*

Extensive landscaping and a multi-use (pedestrian and bicycle) path along West Leland Road will encourage greater use of BART by new residents within the southern hills.

- 4-P-61 Work with private developers in the San Marco project to create a pedestrian-oriented mixed-use village along West Leland Road at San Marco Boulevard. Encourage buildings to be designed and oriented toward public spaces.*

Pursue the development of a linear park along West Leland Road, linking the BART Station Area to new residential neighborhoods within the southern hills.

Work with private developers in the San Marco project to create a pedestrian-oriented mixed use village along West Leland Road at San Marco Boulevard. Ensure that buildings are designed and oriented toward public spaces.



Figure 4-14

Design Features along Leland Road, Extension
west of Pittsburg/Bay Point BART Station

STATE ROUTE 4

Views of the southern hills from State Route 4 are afforded to east-bound traffic approaching from Concord at the western edge of the Planning Area. Cresting the ridgeline, drivers take in a view of the cityscape, Suisun Bay, and rolling hills. Once travelers have descended the hill into the City's flatlands, the highway corridor features aging wooden fences and littered shrubs. East of the Pittsburg/Bay Point BART Station overpass, new sound walls divide the highway from adjacent residential neighborhoods.

GOALS AND POLICIES: STATE ROUTE 4

Goals: State Route 4

4-G-12 Pursue the beautification of the State Route 4 corridor by improving highway landscaping and retaining significant views.

Policies: State Route 4

Views

4-P-62 Retain views of the southern hills from the State Route 4 corridor, through implementation of ridgeline preservation policies (as described in Section 4.1).

4-P-63 Support local utility providers—such as PG&E—in the undergrounding of utility wires.

Views of the southern hills are interrupted by numerous utility wires crossings over State Route 4. The undergrounding of local utility wires would help reduce this distraction and create a more attractive, identifiable view of Pittsburg.

Streetscape

4-P-64 During development review, ensure that all development adjacent to State Route 4 provides landscaping along new sound walls. Encourage existing residential areas to improve landscaping along existing fenced areas.

4-P-65 Work with Caltrans to implement a uniform landscape theme along the State Route 4 corridor throughout the Planning Area.

Potential landscaping includes limiting highway planting to select native trees or identifiable non-native species.

4-P-66 Work with Caltrans to improve views and access to the Pittsburg Civic Center and other destination points – such as the Suisun Bay waterfront - from State Route 4, through improved landscaping and signage.

4-P-67 Revise the City's sign regulations to allow larger freestanding signs along State Route 4 to identify regional commercial uses. Ensure that such signs are coordinated in design and limited in number.

4.4 MIXED-USE AREAS

A mixed-use area provides for an integrated mix of land uses within a distinct area, including retail, office, service, higher density residential, recreation, and/or transit uses. This General Plan proposes several mixed-use areas throughout the City: the Pittsburg/Bay Point BART Station Area; the proposed Railroad Avenue BART Station Area; and the proposed San Marco Village. Although the City's Downtown will also be redeveloped into a walkable mixed-use commercial core, it is discussed within Chapter 5: Downtown.

BART STATION AREAS

Pittsburg/Bay Point BART Station Area

The Pittsburg-Bay Point BART Station presents a unique opportunity to develop high density housing, commercial, and office uses within walking distance of commuter rail. The location of the BART Station along State Route 4 provides planning opportunities found in few locations within the Bay Area. This is an ideal location for intensive uses, both in the Specific Plan Area and surrounding areas.

The Pittsburg/Bay Point BART Station Area Specific Plan encompasses approximately 295 acres immediately adjacent to and along major access routes to the BART Station. It includes portions of West Leland, Bailey, and Willow Pass Roads. Existing land uses in the Specific Plan area include multi-family residential neighborhoods, a mobile home community, industrial activities, retail commercial uses, vacant properties, and Ambrose Park. Land Use objectives of the Specific Plan include: encouraging mixed-use transit-oriented developments; increasing residential densities; enhancing security at the BART Station; enhancing visibility and usability of Ambrose Park; minimizing travel for work and shopping trips; and encouraging new commercial development.



Railroad Avenue BART Station Area

The General Plan proposes extension of BART to a new station at Railroad Avenue, east of the existing terminus at Bailey Road. However, the City is not certain as to whether BART will be extended within the General Plan timeframe, and if so, how the station will be configured. It is probable that the station configuration would be similar to that of the Pittsburg/Bay Point Station (that is, middle of the highway).

The proposed Railroad Avenue BART Station facilities (such as, ticket sales and parking) are to be located on the southeast corner of the Railroad Avenue/State Route 4 interchange. Existing land uses include aging warehouse and light industrial structures. Proposed redevelopment activities include intensification of business commercial and office uses, development of support retail and restaurant activities, and construction of pedestrian and transit oriented amenities. Redevelopment of the proposed BART Station Area could utilize Enterprise Zone incentives available through both State and local programs (see Chapter 6: Economic Development Element).

SAN MARCO VILLAGE

Designated along the West Leland corridor, this mixed-use core is intended to be a small, pedestrian-oriented, neighborhood commercial center. The currently approved San Marco tract map allows a limited number of residential units within the area. However, should the development plan be amended or reviewed further for inclusion of a business and/or community commercial center (as designated in the General Plan Land Use Diagram), the City should work with project proponents to ensure construction of a walkable, mixed-use commercial village.



GOALS: MIXED-USE AREAS

- 4-G-13 *Encourage development of pedestrian-oriented mixed-use areas as focal points of new neighborhoods, and adjacent to key transportation centers.*
- 4-G-14 *Provide permitting and incentives (such as density increases) to encourage private (re)development of viable mixed-use structures.*
- 4-G-15 *Ensure the provision of public transit and pedestrian amenities within the City's mixed-use areas.*
- 4-G-16 *Establish the City's BART Stations as regional focal points, surrounded by a mix of urban activities and services.*

POLICIES: MIXED-USE AREAS**Pittsburg/Bay Point BART Station Area**

- 4-P-68 *Develop land uses in the BART Station Area according to the Pittsburg/Bay Point BART Station Area Specific Plan.*
- 4-P-69 *Pursue the development of a Transit Plaza, in cooperation with Contra Costa County, BART, Tri-Delta, and County Connection, adjacent to the BART Station. Such a Transit Plaza would link rapid transit, bus service, and park & ride lots within a walkable, mixed-use village.*
- 4-P-70 *Encourage all new development within the BART Station Area to focus building design, massing, and landscaping toward the pedestrian.*

Railroad Avenue BART Station Area

- 4-P-71 *Upon finalization of plans to extend BART to Railroad Avenue, develop a mixed-use, transit-oriented center surrounding the proposed station. Focus redevelopment on higher-end business/office uses, with support retail, restaurant, and residential activities.*

4-P-72 *Upon finalization of plans to extend BART to Railroad Avenue, work with BART to develop a Railroad Avenue BART Station Area Specific Plan that addresses:*

- *Mixed-use structures;*
- *Building design that focuses on street-orientation;*
- *Extensive landscaping and street trees;*
- *Pedestrian furniture (for example, benches and trash cans);*
- *Street lighting; and*
- *Signage.*

4-P-73 *Encourage reuse and redevelopment of the aging industrial/warehouse structures currently located within the proposed Railroad Avenue BART Station Area, between Garcia and State Route 4. Amend the City's Zoning Ordinance to allow commercial intensities of up to 2.5 FAR.*

Reuse and redevelopment projects in the proposed BART Station Area should focus on providing a safe, attractive, and viable mix of commercial and residential activities within an environment geared toward use of alternative transportation modes (i.e. walking, bicycling, transit). Encourage redevelopment using the State and local incentives available through the Enterprise Zone program.

4-P-74 *Ensure that all new business commercial employers provide safe and convenient pedestrian and bicycle connections to adjacent neighborhoods, the proposed BART Station, Delta De Anza Trail, Railroad Avenue Linear Park, and employment and activity centers.*

Clear, convenient linkages between the proposed BART Station area and the multi-use paths of Delta De Anza Trail and Railroad Avenue Linear Park would provide accessible transportation alternatives for local residents.

San Marco Village

- 4-P-75 Develop a mixed-use village at the intersection of West Leland Road and the proposed San Marco Boulevard.*

The Community Commercial designation along West Leland Road is intended for the development of a pedestrian and transit-oriented commercial district, featuring a mix of retail, service, restaurant, office, and residential uses. This mixed-use district should be designed at a human-scale, with buildings facing the street and encouraging pedestrian traffic (for example, display windows and sidewalk cafés).

- 4-P-76 Encourage West Leland Road to be designed as a pedestrian-friendly street, with wide sidewalks, small plazas and benches, signaled crosswalks, pedestrian-scale building massing, and parking tucked behind the buildings.*

- 4-P-77 Pursue the development of a linear parkway along West Leland Road, connecting the Pittsburg/Bay Point BART Station Area to San Marco Village.*

This linear parkway, originally intended to link the BART Station Area with residential neighborhoods in San Marco, would also provide a walkable connections between the City's western activity centers (BART Station Area and San Marco Village). This linear parkway will also enable residents of the multi-family housing along West Leland Road to access both activity centers without the use of a car.

- 4-P-78 Encourage commercial and high-density residential developers to work together to provide convenient pedestrian paths and access points between San Marco Village and the High-Density residential neighborhoods to the west.*

- 4-P-79 Allow a mix of retail and service commercial uses in ground floor spaces, and high-density residential and office uses on upper floors.*

- 4-P-80 Provide pedestrian and transit amenities, such as bike racks, benches, signalized crosswalks, and bus shelters, within the Village setting.*

4.5 NEIGHBORHOOD DESIGN

NEIGHBORHOOD FORM ANALYSIS

An evaluation of the urban form characteristics of various neighborhoods reveals the changes that took place during Pittsburgh's residential development history. This analysis gives the City an opportunity to assess its diverse neighborhood patterns. The City can then determine the types of urban form it may wish to encourage as Pittsburgh continues to grow and evolve.

- *Central Addition.* This neighborhood, bordered by Solari Street to the west and East Fourteenth Street to the south, is intimately connected with Downtown. Like the Downtown neighborhoods, residential construction in Central Addition was complete by 1928. Single-family homes are the dominant housing type.
- *Pittsburg Heights.* The Pittsburg Heights neighborhood is located just west of Railroad Avenue. Originally a military housing project, the neighborhood was redeveloped in 1948. Pittsburg Heights is surrounded by newer residential developments, and is bounded to the east by commercial establishments.
- *Buchanan.* This neighborhood forms the southeastern corner of Pittsburgh in the Buchanan subarea. It is bounded to the south and east by undeveloped hills, and to the north and west by other residential neighborhoods. The neighborhood was developed during the construction boom that occurred between 1955 and 1975.
- *Oak Hills.* The Southwest Hills subarea contains Oak Hills, one of the most recent residential developments in the City. A post-1988 development, this single-family neighborhood is only partially complete. It has the advantage of being located southwest of the Pittsburgh/Bay Point BART station and the Oak Hills Shopping Center.

Comparative Evaluation

Each study area was evaluated according to six components that contribute to the overall form and character of the neighborhood: number of intersections; number of through streets; number of access points; area of streets; average block size (in acres); and typical housing density. The results of the analysis, discussed below, are presented in Figure 4-16.

- *Overall Development Pattern.* The four neighborhoods analyzed represent residential development spanning most of this century. Central Addition's development pattern is typical of pre-World War II neighborhoods, with a gridded street pattern and densities that are high for single-family neighborhoods in Pittsburgh. Pittsburgh Heights represents housing construction that occurred immediately after the War, with a warped grid, lower density, and fewer through-streets than Central Addition. The transformation of the grid to a suburban style is complete in Buchanan, which is characterized by curving streets and cul-de-sacs. This trend is continued in Oak Hills, one of the City's most recent developments.
- *Intersections.* The number of intersections is a good indication of a neighborhood's internal level of accessibility. A higher number of intersections translates to greater availability of options for travel within the neighborhood. Both Central Addition and Pittsburgh Heights have a greater number of intersections than the two more recent neighborhoods. Pittsburgh Heights has the highest number of intersections at 20.5 (with T-intersections counting as 0.5 intersections). Intersection frequency steadily decreases from that point, with Oak Hills at a low of 8.
- *Through-Streets.* Through-streets provide accessibility by traversing the length of a neighborhood, connecting it with other parts of the City. The number of through-streets within a residential area is an indication of the ease with which one can travel to and from the neighborhood. Through-streets are not very frequent in any of the neighborhoods, though Central Addition with four through-streets has the greatest level of connectivity with adjacent areas. The number of through-streets generally decreases in recent, more introverted developments. While Oak Hills, the most recent of the neighborhoods analyzed, has one more through-street than Buchanan, this street does not pass

through the length of the neighborhood. Rather, it forms a loop, with both ends terminating at West Leland Road.

- *Access Points.* The number of access points—or streets entering a study area that connect with at least one other street—also represents a neighborhood’s level of connectivity. Pittsburg Heights has the greatest number of access points. However, it is possible to have a large number of access points in an inward-looking development if it is composed of short streets ending in T-intersections. This is the case with Buchanan – though it is an introverted neighborhood with only one through street and many cul-de-sacs, it nonetheless has the second highest number of access points (with 16).
- *Area of Streets.* Streets comprise between 25 and 28 percent of total land area in Central Addition, Pittsburg Heights, and Buchanan. Thus, despite the lower accessibility, Buchanan’s layout does not provide more developable land area than traditional neighborhoods. With streets comprising only 17 percent of land area, Oak Hills has the largest amount of usable land, though at the expense of greater accessibility.
- *Average Block Size.* Average block size is an indicator of the scale of development. In Pittsburg, blocks in older neighborhoods such as Central Addition and Pittsburg Heights average 3 acres, while more recent residential areas have larger blocks averaging 7 acres. This is consistent with analyses of other components of neighborhood form, which reveal a greater degree of accessibility in older neighborhoods because of more intersections and through streets.
- *Density.* Residential densities (defined here as housing units per net acre) in the four study areas do not vary significantly, ranging between six and ten units per net acre. However, density variations do exist elsewhere within the City. For example, the Central Addition neighborhood, with mostly detached housing units, has densities that are 65 percent higher than those achieved in recent attached developments such as Bay Harbor Park.

Figure 4-16

Neighborhood Form Analysis

100-acre Analysis Unit
(2,087 ft x 2,087 ft)

Intersections

Through Streets



Number of Intersections (T-intersections counted as 0.5)

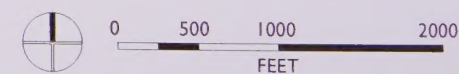
Number of Through Streets

Number of Access Points

Area of Streets (acres)

Average Block Size (acres)

Typical Density (housing units per net acre)



GOALS: NEIGHBORHOOD DESIGN

- 4-G-17 *Encourage development of diverse and distinctive neighborhoods that build on the patterns of the natural landscape and provide a sense of connection with surrounding uses.*
- 4-G-18 *Ensure that neighborhood streets provide safe and attractive connections to local schools, parks, commercial centers, and transit facilities for pedestrians and bicycles.*

POLICIES: NEIGHBORHOOD DESIGN

- 4-P-81 *Any subdivision involving more than four units, regardless of the number of parcels, is subject to design review. Prepare a design standards checklist and/or residential design guidelines for use during review of development projects.*

Housing Layout

- 4-P-82 *Encourage neighborhood design—including components such as land use, development intensity, and street layout—to be responsive to natural and institutional elements, including:*
- *Creeks. Ensure protection of riparian corridors through building setbacks. Ensure adequate pedestrian access to creeks, and provide connections from local trails and sidewalks. Integrate parks and open space areas with creeks.*
 - *Urban Edges. Ensure feathering from urban to rural intensities at City boundaries.*
 - *Adjacent Uses. Promote connections with surrounding land uses by integrating street networks and visual/architectural treatments.*
- 4-P-83 *Develop and implement development standards in the City's Zoning Ordinance and Subdivision Regulations that minimize the visual dominance of garages in residential units.*

Potential strategies that can be considered as part of the City's design standards include:

- Limiting the front width of a single-family house that can be occupied by a garage to less than one-half of the building width;
- Encouraging the location of garages towards the back of properties;
- Encouraging garages to be setback from the front edge of the house, and allowing for reductions in front yard setbacks;
- Orienting garage doors 90 degrees from the street; and
- Incorporating design elements on the second level above garages (such as bay windows or balconies) to break down the scale of the garage.

Street Design and Connectivity

4-P-84 Ensure that new developments provide an integrated pattern of streets and pedestrian paths that provide connections between neighborhoods. As part of the City's Subdivision Regulations, establish street connectivity requirements.

New residential streets, particularly those adjacent to existing neighborhoods, should provide street and pedestrian connections to adjacent areas to enable more efficient movement throughout the City. Single-access neighborhoods should be avoided.

4-P-85 Use traffic calming measures to reduce speeds in residential areas, rather than limiting through-street connections.

Traffic calming measures include:

- Narrowing travel lanes and allowing on-street parking;
- Using different materials at pedestrian crosswalks;
- Planting street trees and other vegetation;
- Building corner bulb-outs and intersection roundabouts; and
- Installing stop and/or yield signage.

4-P-86 Provide safe and comfortable pedestrian routes through local neighborhoods by requiring sidewalks on both sides of residential streets, except in hillside areas, planting street trees adjacent to the curb, and minimizing curb cuts.

5 DOWNTOWN

This element describes the development strategy for the City's Downtown, and provides policy framework for streetscape design, waterfront access, historical resources, and off-street parking.

Downtown Pittsburg, as identified in the General Plan, extends from the Burlington Northern and Santa Fe (BNSF) railroad tracks in the south to the Sacramento River Delta waterfront in the north. The eastern and western boundaries of Downtown, generally defined by Harbor and Beacon streets, are less distinctive. Downtown stretches about $\frac{3}{4}$ -mile in either direction from Railroad Avenue, encompassing an area of approximately 350 acres. Streets, utilities, railroads, waterways, and other rights-of-way account for 104 acres, or about 30 percent of the total land area.



5.1 HISTORICAL CONTEXT

Originally a way-station during the Gold Rush, Pittsburg supported mining and manufacturing industries between the late 19th and early 20th centuries. The City's Downtown developed at the juncture of the Suisun Bay waterfront and rail tracks (now Railroad Avenue) that were used to transfer coal from Black Diamond Mines to the Bay for shipping. Connection to the water continued to be an important aspect of Downtown following the decline in mining, when fishing emerged as the City's industry and canneries flourished in the area. Downtown also provided services to soldiers during World War II, when the City developed a war-based economy, with as many as 45,000 soldiers stationed at Camp Stoneman. Downtown Pittsburg also served as the major retail node in Contra Costa County in the 1940's and early 1950's.

The departure of soldiers following the Korean War marked the beginning of Downtown's decline. Construction of State Route 4 reduced accessibility from the eastern parts of the City to Downtown, and new regional and neighborhood shopping centers emerged throughout East County. The effort for Downtown revitalization continues to this day, although some sites remain vacant or unoccupied.

A DOWNTOWN IN TRANSITION

Historic preservation, redevelopment efforts, and construction of new residential units are improving the City's Downtown, though vacant buildings and underutilized sites still remain. Downtown's "transition" started with the replacement of the old cannery buildings with small-craft marinas and several new housing projects. Housing redevelopment has since included Marina Heights Apartments in the 1970s, Bay Harbor Park (townhomes) and Marina Park (single-family and townhomes) in the 1980s, and Village at New York Landing (single-family) in the 1990s. Recent revitalization efforts include facade improvements to many buildings in New York Landing Historical District (see Section 5.3), and street improvements to Herb White Way. The completion of Marina Walk residential subdivision, a pedestrian-oriented single-family development adjacent

to the commercial core, will increase Downtown's population and support for a thriving commercial center.

As of 2000, current and proposed activities include the construction of a linear park along a former portion of the Sacramento Northern Railroad tracks adjacent to Eighth Street, and renovation of historic buildings in the core commercial area. Habitat for Humanity, a non-profit housing organization, is working to provide infill housing in Downtown through the development of several affordable projects. Some live-work loft conversions have also taken place, and façade improvements to buildings such as the old California Theater have also been completed.

ASSETS AND CHALLENGES

Pittsburg lays claim to having one of the oldest Downtowns in Contra Costa County, and one of the few Downtowns with shoreline access. Downtown Pittsburg has many vital physical assets, including:

- Waterfront location, adjacent to Brown's Island Regional Shoreline Preserve;
- Mix of commercial, office, and residential uses;
- Historical character, many buildings with ornate architectural features;
- Pedestrian-scale in building design, wide sidewalks, and small plazas; and
- Traditional urban street pattern, with parking tucked behind the buildings.

Thus, from a physical vantage, Downtown already possesses a structure that could help realize a vital, mixed-use, and walkable center. In addition, Downtown's waterfront location can potentially provide a unique ambiance. However, major challenges remain:

- Several sites in Downtown are vacant, and many buildings are unoccupied and in need of exterior modifications;
- A critical mass of activity (diverse retail, service and entertainment uses within a small core area) is needed to draw new businesses and residents seeking an urban lifestyle;



- There are few physical and visual connections to the water, with residential and industrial uses dominating shoreline areas ideal for commercial uses and public access; and
- Housing, population, and employment estimates are low for a district intended to serve as the City's historic and symbolic core.

Downtown revitalization is an issue of citywide importance. A vital Downtown can provide identity and a sense of place for all of Pittsburgh.

5.2 DEVELOPMENT STRATEGY

This element envisions Downtown as a mixed-use center, with specialty retail, restaurants, service uses, and professional offices integrated with residential uses. Downtown Pittsburgh should serve as both a *visitor destination* and a *neighborhood commercial center*. Economic development that attracts heavy pedestrian activity—such as gift stores, clothing boutiques, restaurants and cafes, galleries, professional offices, personal services, bookstores and coffee shops—is encouraged.

Downtown's unique characteristics—historic buildings, marina, and open space improvements—can make it a destination point, but it must be sustained by a critical mass of vital activity. Its waterfront location and marine recreation opportunities can draw visitors from the region, while Downtown's commercial storefronts can provide them with supplies, eating establishments, and activities for a day away from home. A mixed-use neighborhood center should provide businesses, institutions, and services meeting the daily needs of nearby residents, including convenience-oriented retail establishments (for example, grocery and drug stores) and neighborhood service uses (for example, video stores, dry cleaners, and professional services).

DOWNTOWN SUB-AREAS

The General Plan identifies five planning sub-areas within the Downtown. Each sub-area has its own set of land use strategies and development policies.

- *Commercial Core.* Bound by Third Street, Cumberland Street, Tenth Street, and Black Diamond Street, this area is the historical activity center of the City. The Commercial Core area is intended to be a walkable, mixed-use district. Therefore, drive-thru restaurants, auto repair shops, and other car-oriented uses would not be appropriate. Additionally, heavy industrial uses would detract from the friendly, pedestrian-focused identity preferred for the Downtown.
- *East Tenth Street Corridor.* Extending along East Tenth Street from Railroad Avenue to Harbor Street, north to Eighth Street, this area serves as the Downtown's service commercial node. Service, repair, and large retail (for example, furniture stores or contractors supplies) commercial activities are anticipated.
- *Marine Commercial Center.* Comprised of several large parcels at the terminus of Harbor Street, this area is designated for a marine/waterfront commercial village. The proposed village may feature marine-oriented repair and sales, restaurants, professional offices, industrial incubators (such as research and development), and specialty retail activities.
- *Marina/Waterfront Neighborhoods.* A majority of the residential neighborhoods north of Eighth Street have been redeveloped within the last several years, and provide a vibrant population to support retail activity within Downtown.
- *West Tenth Street Neighborhoods.* The aging residential neighborhoods south of West Eighth Street (between Railroad Avenue and Beacon Street) are proposed for redevelopment and rehabilitation to provide a more dense housing stock within the walkable Downtown area.

Figure 5-1 illustrates the planning sub-areas and land use distribution envisioned in this Plan. The permitted and conditional uses described in Table 5-1 are representational of the types of uses to be allowed by the Zoning Ordinance; the use categories are based on NAICS Listings, published in 1998. Suggested development standards—which include residential densities, Floor Area Ratios (FARs), maximum building heights, and setback requirements—for sub-areas within Downtown Pittsburg are shown in Table 5-2.

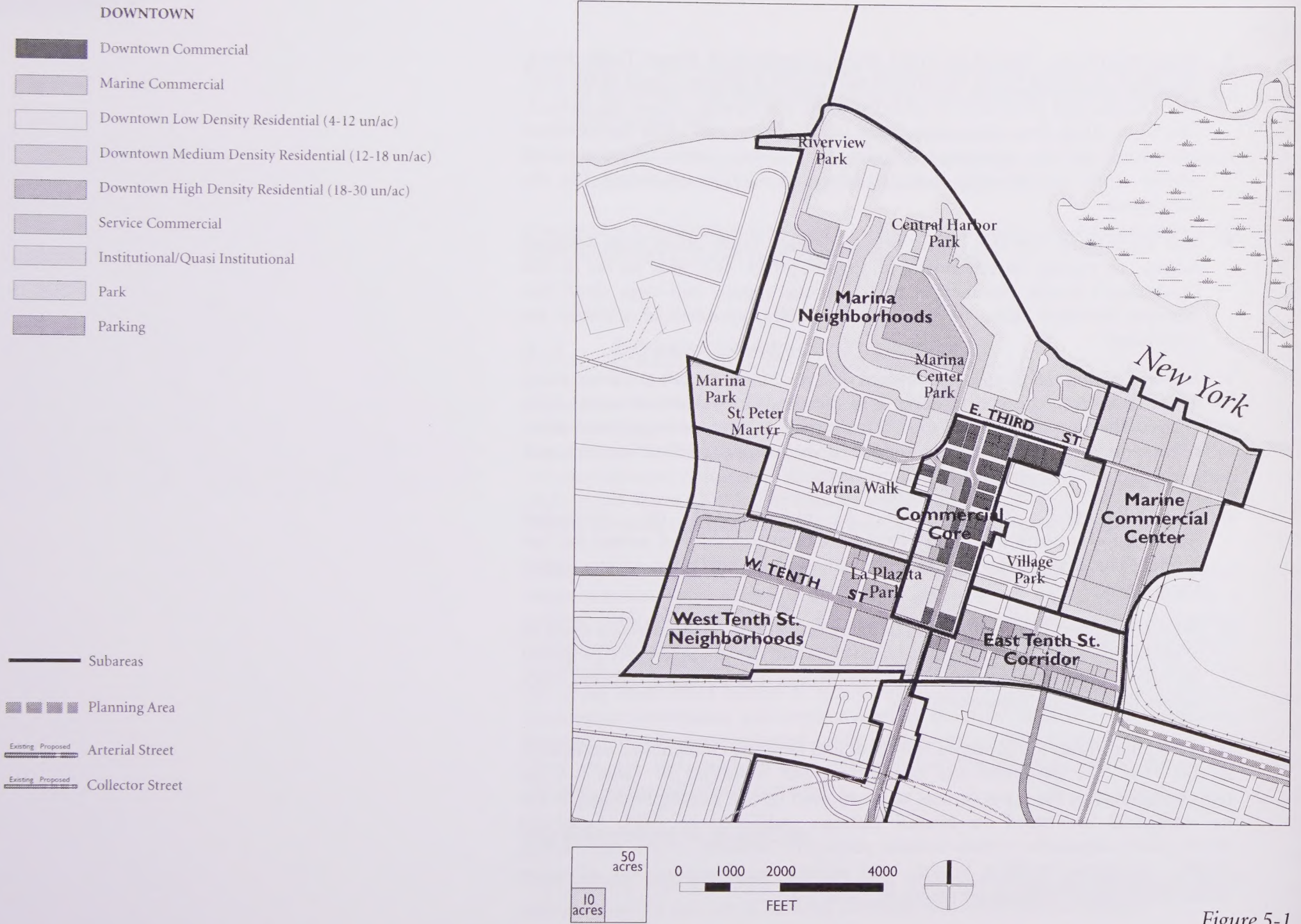


Figure 5-1
Downtown Sub-areas
& Land uses

Table 5-1
Permitted Land Uses, Downtown Pittsburgh

	<i>Permitted Uses</i>	<i>Conditional Uses</i>
Commercial Core		
Downtown Commercial	Specialty Retail Professional Offices Food & Beverage Sales / Service Health & Personal Care Sporting Goods, Hobby & Book Stores Clothing & Accessory Stores Live / Work Spaces Hotels / Motels Residential Day Care Facilities Financial Services Hi-Tech Design / Development	Second-Hand Retail Arts, Entertainment & Recreation Non-Hazardous Research Facilities Health Care & Social Assistance Animal Hospitals Postal Service / Couriers Product Manufacturing Publishing Industries Religious & Cultural Organizations Live Entertainment
Public / Institutional	Public / Educational Uses	
Downtown Residential	Residential	
East Tenth St Corridor		
Service Commercial	Specialty Retail Repair & Maintenance Automotive Parts Sales General & Special Trade Contracting Professional Offices Financial Services Food & Beverage Sales / Service Furniture Stores Electronics & Appliances Stores	Wholesale Trade Arts, Entertainment & Recreation Building & Garden Stores Product Manufacturing Religious & Cultural Organizations Drive-Thru Sales Hi-Tech Design / Development Gasoline Stations
Downtown Residential	Residential	

Table 5-1 (continued)
Permitted Land Uses, Downtown Pittsburg

	<i>Permitted Uses</i>	<i>Conditional Uses</i>
Marine Commercial Center		
Marine Commercial	Specialty Retail Professional Offices Food & Beverage Sales / Service Marine Retail & Docking Facilities Arts, Entertainment & Recreation Marine Repair & Maintenance Hotels / Motels Financial Services Product Manufacturing	Transportation & Warehousing Gasoline Stations Non-Hazardous Research Facilities
Marina / Waterfront Neighborhoods		
Marine Commercial	Specialty Retail Professional Offices Food & Beverage Sales / Service Marine Retail & Docking Facilities Arts, Entertainment & Recreation Marine Repair & Maintenance Hotels / Motels	Transportation & Warehousing Gasoline Stations Product Manufacturing Non-Hazardous Research Facilities Ferry Terminal
Public / Institutional	Public / Educational Uses	
Downtown Residential	Residential	
West Tenth St Neighborhoods		
Public / Institutional	Public / Educational Uses	
Downtown Residential	Residential Accessory Structures Public / Educational Uses Religious & Cultural Organizations	Specialty Retail Food & Beverage Sales / Service Parking Lots

Table 5-2
Development Standards, Downtown Pittsburg

Planning Sub-Area	Maximum Lot Coverage	Maximum Floor Area Ratio (FAR)	Required Setbacks			Maximum Building Height	Residential Density Range (dwelling units/acre)
			Front	Side	Back		
Commercial Core							
Downtown Commercial	100%	2.0; max 1.0 for non-residential uses	0 ft	0 ft; 10 ft adjacent to residential		60 ft	Limited only by overall FAR
Public / Institutional	80%	N/A	0 ft	0 ft; 10 ft adjacent to residential		60 ft	N/A
Downtown Medium Residential	80%	N/A	0 ft	0 ft	0 ft	60 ft	12.1-18 du/ac
East Tenth St Corridor							
Service Commercial	60%	0.6	0 ft	10 ft	10 ft	48 ft	N/A
Community Commercial	60%	0.6	0 ft	10 ft	10 ft	48 ft	N/A
Downtown High Residential	80%	N/A	15 ft	5 ft	10 ft	48 ft	18.1-30 du/ac
Downtown Medium Residential	60%	N/A	15 ft	5 ft	10 ft	40 ft	12.1-18 du/ac
Downtown Low Residential	40%	N/A	15 ft	5 ft	10 ft	24 ft	4.1-12 du/ac
Marine Commercial Center							
Marine Commercial	60%	1.0	0 ft	20 ft	20 ft	48 ft	N/A
Marina / Waterfront Neighborhoods							
Marine Commercial	60%	1.0	20 ft	10 ft	20 ft	40 ft	N/A
Public / Institutional	80%	N/A	20 ft	10 ft	20 ft	40 ft	N/A
Downtown High Residential	80%	N/A	15 ft	5 ft	10 ft	40 ft	18.1-30 du/ac
Downtown Medium Residential	60%	N/A	15 ft	5 ft	10 ft	40 ft	12.1-18 du/ac
Downtown Low Residential	40%	N/A	15 ft	5 ft	10 ft	24 ft	4.1-12 du/ac

Table 5-2 (continued)
Development Standards, Downtown Pittsburgh

Planning Sub-Area	Maximum Lot Coverage	Maximum Floor Area Ratio (FAR)	Required Setbacks			Maximum Building Height	Residential Density Range (dwelling units/acre)
			Front	Side	Back		
West Tenth St Neighborhoods							
Public / Institutional	80%	N/A	20 ft	10 ft	10 ft	48 ft	N/A
Downtown High Residential	80%	N/A	10 ft	0 ft	10 ft	40 ft	18.1-30 du/ac
Downtown Medium Residential	60%	N/A	10 ft	0 ft	10 ft	40 ft	12.1-18 du/ac

DOWNTOWN BUILD-OUT

Buildout of General Plan land use designations would result in a total of 2,600 housing units in the Downtown area. The estimated Downtown population at General Plan buildout is 7,814, an increase of more than 45% over its population in the year 2000. Redevelopment, reuse, and intensification of the southwestern portion of Downtown will contribute to the increased population base within Downtown neighborhoods. Mixed-use residential development adjacent to commercial and office uses in the core will contribute additional housing units and population. The buildout of commercial uses, particularly the development of a Marine Commercial center, will result in approximately 5,786 jobs within the Downtown core. Table 5-3 shows population and employment estimates for the Downtown.

Table 5-3
Downtown at General Plan Buildout, City of Pittsburgh

	Acres	Assumed Density (du/ac)	Dwelling Units @ Buildout	Assumed Housing Size	Population @ Buildout	Assumed Intensity (FAR)	Building Area @ Buildout	Assumed Empl (per acre)	Empl @ Buildout
Residential									
Downtown Low Density	55.7	8	446	3.0	1,337	-	-	-	-
Downtown Medium Density	94.0	16	1,505	3.0	4,514	-	-	-	-
Downtown High Density	24.2	24	580	3.0	1,740	-	-	-	-
Commercial									
Community Commercial	1.2	-	-	-	-	0.3	12,544	160	46
Downtown Commercial	12.3	6	74	3.0	222	0.5	215,135	160	790
Marine Commercial	55.9	-	-	-	-	0.5	1,217,502	80	4,472
Service Commercial	12.5	-	-	-	-	0.3	130,157	160	478
Parks, Public, and Utility	72.0	-	-	-	-	-	-	-	-
Grand Total	327.8		2,605		7,814		1,074,537		5,786

ENTERPRISE ZONE OPPORTUNITIES

Identified as both an Economic Opportunity area within this General Plan and an Enterprise Zone by the State of California, the Downtown core has tremendous opportunity for redevelopment. The State's Enterprise Zone Program targets "economically distressed areas," providing incentives to encourage business investment and promote the creation of new jobs through State tax credits. Local incentives include fast-track permitting, fee waivers or reductions, on-the-job training, and business start-up loans.

The 1,400-acre Enterprise Zone in Pittsburgh not only includes the Downtown core and the new Marine Commercial center, but also includes East Tenth Street and the commercial and industrial areas between State Route 4 and East Leland Road. (For further discussion and mapping of Pittsburgh's Enterprise Zone, see Chapter 6: Economic Development.) The inclusion of the Downtown commercial core and Marine Commercial center within this Enterprise Zone will provide further impetus for businesses and developers to rehabilitate structures within the City's historic center. However, it must be noted that the redesignation of any commercial or industrial properties to residential uses within the Enterprise Zone would fail to take advantage of program incentives.

GOALS: DEVELOPMENT STRATEGY

- 5-G-1 Promote Downtown as the City's symbolic center, with a mix of residential and commercial uses in a walkable, pedestrian-oriented district.*
- 5-G-2 Promote the development and intensification of the Downtown commercial core as both a visitor destination and a neighborhood retail center. Encourage a critical mass of visitor-oriented retail businesses, such as gift shops and galleries, as well as neighborhood retail and personal services.*
- 5-G-3 Encourage a variety of land uses and mixed-use developments at appropriate locations within the Downtown.*
- 5-G-4 Establish a Downtown population goal of at least 7,000 to provide vitality and support a vibrant neighborhood commercial center.*

POLICIES: DEVELOPMENT STRATEGY

- 5-P-1 Develop and adopt Downtown Zoning Districts to address specific land use and development standards for the Downtown area, based on Tables 5-1 and 5-2.*

This Downtown Element is intended to take the place of the 1986 Downtown Specific Plan as a guide to the redevelopment of the City's

historic core area. The Zoning Ordinance will include standards, in addition to those enumerated in the General Plan, and architectural guidelines.

5-P-2 *Emphasize Downtown as Pittsburg's historic center, providing an identity and a sense of place for the entire city by establishing a focused revitalization strategy that integrates the initiatives of the Economic Development Strategy.*

A revitalization strategy for Downtown should incorporate the relevant initiatives proposed by the Economic Development Strategy, including:

- Monitoring of land use and development trends in Downtown to ensure a sufficient supply of land of appropriate designation and development intensity;
- Establishment of a retail and consumer services strategy to attract retail and service sector business to key locations in Downtown;
- Establishment of criteria for land assembly in Downtown for the purposes of redevelopment and revitalization;
- Consideration of the feasibility of a convention or performing arts center, amphitheater, or other public cultural amenity in or linked to the Downtown;
- Facilitation of additional attractions and events that bring both residents and visitors to the Downtown; and
- Preservation and enhancement of historic structures contributing to the unique character of the Downtown.

5-P-3 *Ensure coordination between the Pittsburg Redevelopment Agency, Community Development Department, and Economic Development Department in order to achieve the goals and policies envisioned for Downtown.*



The following policies apply to the five Downtown sub-areas, as designated:

Commercial Core

- 5-P-4** *Concentrate Downtown Commercial activity—which includes specialty retail, professional offices, personal services, entertainment and other uses listed in Table 5-1—along the Railroad Avenue corridor.*

The concentration of retail and service commercial uses within the Downtown, including visitor-serving and neighborhood commercial establishments, along Railroad Avenue would provide an identifiable corridor for redevelopment investment. The inclusion of the Commercial Core as an Economic Opportunity Area (see Chapter 6: Economic Development Element) further strengthens its identity as an up-and-coming investment area.

- 5-P-5** *Encourage mixed-use developments within the Commercial Core by providing incentives for residential units, such as live-work spaces or housing on upper stories.*

The development of housing adjacent to commercial and office uses will increase the level of round-the-clock activity within the Downtown core. The General Plan provides incentives for residential development by reserving at least half of the floor area ratio (FAR) in the Commercial Core for residential uses.

- 5-P-6** *Pursue the development and promotion of cultural activities and facilities, such as museums, meeting halls, community theatres, public art galleries and shows, located within the Commercial Core.*

Increased cultural activities, such as City festivals, will contribute to a vibrant Downtown that serves as a multi-purpose destination point for residents and visitors.

- 5-P-7 *Encourage property-owners in the Commercial Core to utilize ground-level storefronts for retail and pedestrian-oriented commercial activities (for example, restaurants, boutiques, and personal services).*

East Tenth Street Corridor

- 5-P-8 *Limit commercial uses along the southern side of East Tenth Street to Service Commercial businesses — including repair and maintenance, retail sales, special trade contracting and other uses listed in Table 5-1.*

East Tenth Street has historically been developed with service commercial uses. With its location backing onto the BNSF Railway corridor, East Tenth Street remains an effective place for the continuance of such uses.

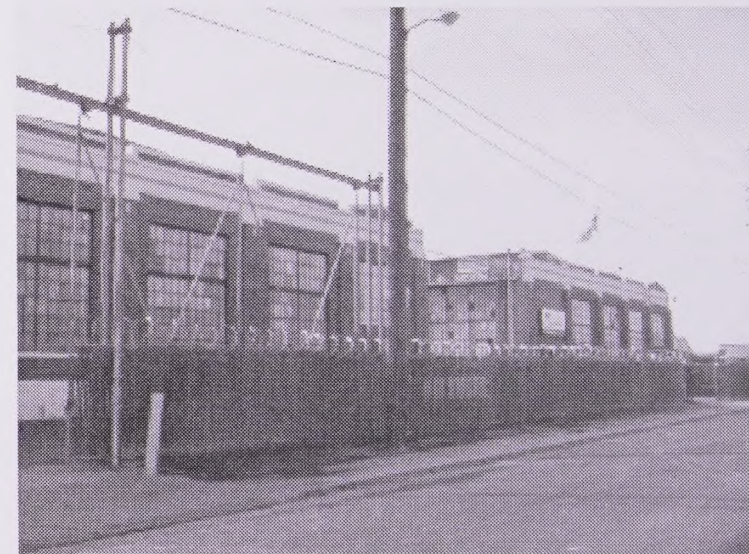
- 5-P-9 *Permit mixed-use projects with service commercial uses on street frontage along the northern side of East Tenth, to provide a transition to Downtown residential areas.*

Mixed-use development—service commercial, office and residential—provides a transition area between the heavy service uses to the south and residential neighborhoods to the north.

- 5-P-10 *Pursue the development of a community/public use in the large vacant lot facing East Tenth, adjacent to the brick Adventist Church.*
- 5-P-11 *Discourage the establishment of religious centers within 1,000 feet of one another.*
- 5-P-12 *Improve streetscaping along East Tenth Street with a landscaped median, wide sidewalks, pedestrian amenities (for example, benches and trash/recycling receptacles), and street trees.*

Marine Commercial Center

- 5-P-13 *Undertake active efforts, including land acquisition and assembly, to develop a waterfront activity center at the terminus of Harbor Street, featuring a cluster of Marine Commercial uses, including specialty retail, services, restaurants,*



marine repair and docking facilities, hotels and other uses as listed in Table 5-1.

5-P-14 Develop a detailed design plan for the City's new Marine Commercial center, featuring:

- Mixed-use village atmosphere;*
- Walkable layout, with pedestrian amenities;*
- Public access to the shoreline and views of Browns Island; and*
- Focus on visitor attractions, as well as traditional marine services.*

The planned development of the City's new Marine Commercial center will ensure the cohesive design of a pedestrian-oriented commercial village. Additionally, it will allow the City to work with property-owners in the joint-planning of public open space and waterfront access areas.

5-P-15 Acquire land at the terminus of Harbor Street for the development of a public park and promenade, providing access to the waterfront and open space at the center of the new Marine Commercial center.

5-P-16 Encourage redevelopment of the Johns Mansville property (designated Marine Commercial). Allow existing Industrial uses to operate until redevelopment occurs (including rebuild, if damaged or destroyed).

The Johns Mansville site is currently used and valued as a heavy industrial activity directly adjacent to Downtown. Future redevelopment activities within Downtown and construction of a Marine Commercial Center directly across Third Street may create land use conflicts.

Marina/Waterfront Neighborhoods

- 5-P-17 Support the continued maintenance of redeveloped neighborhoods within Downtown.*

Recently redeveloped neighborhoods in the Downtown are a sign of reinvestment within the core area. These neighborhoods must be maintained to ensure continued redevelopment in surrounding areas.

- 5-P-18 Pursue the dedication of public open space during the redevelopment of infill sites within the Downtown, particularly adjacent to the waterfront area.*

The provision of numerous open space areas within the Downtown would promote it as a destination for day-trips, featuring such activities as shopping and picnicking along the waterfront.

West Tenth Street Neighborhoods

- 5-P-19 Encourage public acquisition and/or private assembly of neighborhood blocks surrounding West Tenth Street for redevelopment to higher density housing, including rebuilding of the existing affordable housing stock.*

Although the older residential areas south of Eighth Street provide denser housing within the historic grid street pattern, the condition of housing and infrastructure in these neighborhoods is generally poor. The provision of high-density housing would both redevelop the aging neighborhood and offer expanded housing opportunities.

- 5-P-20 Encourage high-density residential development in Downtown neighborhoods, according to the density standards in Table 5-1. Ensure that the development program for the West Tenth Street Neighborhoods provides for at least 755 housing units, which is the minimum total of units that can be built under densities designated by this General Plan.*

Recently constructed residential neighborhoods in the Downtown area have lower densities and introverted street networks. Higher-density housing



within the Downtown will contribute to a larger population base and active Downtown streetscape.

- 5-P-21 Encourage the development of small-lot single family (SLSF) parcels in Medium Density areas of the West Tenth Street Neighborhoods and Downtown Core. Provide flexible SLSF development standards in the City's Zoning Ordinance.*

Construction of SLSF units provides single-family detached homes at affordable housing costs. Reduction of land costs in zero lot-line and small-lot development can provide reasonably-priced housing units with enough rooms for large families.

- 5-P-22 Pursue acquisition and development of a new park site, as designated in Figure 5-1. Provide a variety of recreational facilities to serve residents of surrounding neighborhoods.*

- 5-P-23 During development review, ensure that transitional buffer areas—such as landscaped berms, parking lots, and storage areas—are placed between new residential units and the BNSF railroad tracks along the southern edge of the West Tenth Street Neighborhoods.*

- 5-P-24 Limit multi-family development in the West Tenth Street neighborhoods to sites less than two acres, or an entire City block. Require all new multi-family residential projects to have a minimum of 30 units.*

For new multi-family residential projects intended to replace existing units, the developer should acquire enough adjacent parcels to fulfill the minimum 30-unit requirement, at a density that is appropriate for the specific location and land use designation.

- 5-P-25 Improve streetscaping along West Tenth Street with a landscaped median, wide sidewalks, pedestrian amenities (for example, benches and trash/recycling receptacles), and street trees.*

5.3 DESIGN AND DEVELOPMENT

Downtown occupies a prominent waterfront location in the City, with good access from the surrounding neighborhoods and State Route 4. It has a well-defined street grid with a clear circulation pattern. Buildings front both Railroad Avenue and East Tenth Street, and a diversity of architectural styles are represented. Downtown is also undergoing transition and change. Façade renovations have been completed on many of the historic buildings, and residential development is being constructed.

Downtown's urban design quality is affected by several components, including landmarks and views, streetscape, building massing and design, linkages and barriers, and historical resources. The following sections discuss each component as it relates to Downtown's physical character.

LANDMARKS AND VIEWS

Possibly the most noticeable landmark signaling one's arrival in Pittsburg is neither within Downtown nor City proper, but in the unincorporated area west of Downtown. The power plant built by PG&E in the mid-1950's (now owned by Mirant), with its 450-foot tall smokestacks, is located on the bank of the Suisun Bay near Riverview Park. From State Route 4, the northerly view of the City is dominated by the structure as it rises above the horizon. The power plant is a highly visible backdrop to Downtown, and can be seen from many locations throughout the City.

Railroad Avenue offers views on either end of the street, though a slight offset at Fifth Street interrupts the visual continuity. Visible from below the curve are the open hills to the south. An art deco building and Steel Worker statue to the north of the bend give it the appearance of being the northern terminus. North of the offset, however, another statue (Fisherman) lies at the real terminus of Railroad Avenue. The waterfront lies just beyond the end of Railroad Avenue, and the public plaza where the Fisherman statue stands invites the possibility of redesign and expansion to allow direct access to the shoreline.

STREETSCAPE

Although Downtown Pittsburgh was developed in a traditional grid street network, several recent residential developments have replaced the grid with introverted, curvilinear neighborhood systems. Street trees and landscaping are generally sparse in Downtown, except on certain blocks of Railroad Avenue and in Bay Harbor Park, located north of Third Street. Buildings in the commercial core vary between one and two stories in height. Older housing units consist of one-story bungalows and some multi-family dwellings, while more recent developments are generally two-story single-family structures and townhouses.

A number of small plazas are scattered throughout the commercial core. They are similar in design, and contain bronze statues or sculptures representing various aspects of the City's history. These plazas are located at:

- Heritage Plaza;
- The terminus of Railroad Avenue at Third Street;
- The northeastern corner of the Railroad Avenue/Fifth Street bend; and
- The intersection of Marina Boulevard and Black Diamond Street (two plazas diagonally facing each other).

Central Harbor Park and a landscaped pathway connecting Railroad Avenue to a parking lot located between Third and Fourth streets are of the same design as the plazas. Together, these open spaces afford a greater sense of identity and character to Downtown.

BUILDING DESIGN

The most distinctive buildings in Downtown are those that make up the New York Landing Historical District, located in the northern end of the commercial core (see Figure 5-2: New York Landing Historical District). This district was established by the City to ensure the preservation of structures of historical value. Structures within the district generally appear as simple, rectilinear buildings set along the streetfront. Architectural details include cornices, belt courses, and

decorative window heads. Large display windows are common to buildings in this area. Structures in newer, adjacent commercial areas are simpler in design, with less attention paid to ornamental details. Residential and commercial buildings are generally in better condition in the northern portion of Downtown. The redevelopment of businesses at the southern end of the Commercial Core should extend the sense of the historical core area by utilizing similar architectural detailing and display as found in the northern end.

LINKAGES AND BARRIERS

Two major design issues—linkages and barriers within Downtown—must be addressed to create a more accessible Downtown for both visitors and residents:

- *Connection to the Waterfront.* The linkage between Downtown and the waterfront could be improved, both visually and physically. The two waterfront parks—Riverview and Central Harbor—are hidden from view and have limited pedestrian access from Railroad Avenue. However, signage improvements, linear park linkages, and expanded public access points can create a more unified waterfront identity.
- *Barriers within Downtown.* The BNSF railroad tracks represent both a visual and physical barrier to Downtown. Railroad Avenue crosses the BNSF tracks in a long overpass that isolates Downtown from southern portions of the City. The significance of this barrier has resulted in the tracks being identified as the southern edge of Downtown. However, gateway improvements and “way-finding” signage leading to Downtown can significantly improve the perception of Downtown as a separate, unique district.

TRANSITIONS AND BUFFERING

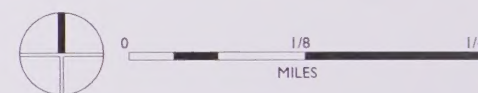
Buffering and transition is an important issue, especially at the eastern end of Downtown, where residential uses come into contact with heavy industrial uses. Streetscape improvements and buffering areas are needed to soften abrupt changes from one use to another. Buffering areas that allow transitioning between conflicting uses may include landscaped berms, parking lots and storage areas, and greenway corridors.

HISTORICAL RESOURCES

California's Office of Historical Resources inventories buildings, structures, and objects determined to have some historical value. Historical resources found throughout the City are described in Chapter 9: Resource Conservation. To recognize and preserve the unique historical resources in Pittsburg, the City established the New York Landing Historical District in 1981. Buildings in the Historical District were constructed between 1914 and 1930, and reflect the architectural styles prevalent during that time period. Some structures, while not considered significant in and of themselves, enhance the overall character of the district. Figure 5-2 shows resources in the New York landing Historical District.



 Historic Building
 New York Landing District



Source: California Office of Historic Preservation, 1997;
New York Landing Historical District

Figure 5-2
New York Landing
Historic District

GOALS: DESIGN AND DEVELOPMENT

- 5-G-5 *Improve streetscapes within the Downtown, including:*
- *Clearing public views of the waterfront and southern hills;*
 - *Providing pedestrian amenities;*
 - *Strengthening transitions between land uses; and*
 - *Increasing landscaping and planting more street trees.*
- 5-G-6 *Provide increased pedestrian connections to and vistas of the Suisun Bay / New York Slough waterfront.*
- 5-G-7 *Maintain the grid street pattern within Downtown, and improve connections between Downtown and surrounding areas.*

POLICIES: DESIGN AND DEVELOPMENT

(Graphically Illustrated In Figure 5-3)

Streetscape and Architecture

- 5-P-26 *Continue streetscape beautification efforts within the Downtown, focusing on improving the visual connection between the Commercial Core and the waterfront.*
- 5-P-27 *Encourage the repetition of key historical architectural features—such as windows and displays, cornice details, and roofline/pitch elements—in the redevelopment of commercial structures in Downtown.*
- 5-P-28 *Continue the preservation, rehabilitation, and reuse of historically significant structures within the Downtown (as designated in Figure 5-2).*

- 5-P-29 *Ensure that new construction and remodeling throughout Downtown (including the New York Landing Historical District) are reviewed for design compatibility by the Planning Commission.*
- 5-P-30 *Encourage property-owners of vacant Downtown structures to allow window box displays created by the Historical Society, rather than boarded-up glass storefronts.*
- 5-P-31 *Design and implement a gateway project at the Railroad Avenue overpass at California Avenue, providing an identifiable gateway into the Downtown.*

The construction of a design feature at the Railroad Avenue overpass will provide a distinct entry to the City's Downtown. A design competition to decide what sort of landmark design feature should be constructed will encourage interest in Downtown redevelopment and potentially spur private investment.

- 5-P-32 *Develop a "way-finding" system for Downtown Pittsburg. Install uniform signage and banners informing visitors of major attractions, including directions to Downtown from the Highway and to the waterfront from Downtown.*

Another method to establishing a distinct identity for Downtown areas is developing a way-finding system. Uniform signage directing visitors and residents to and throughout the Downtown marks the core area as a special destination.

- 5-P-33 *Require transitional buffers along the edges of new and redevelopment projects adjacent to the industrial uses east of Downtown. Such buffers may include a combination of landscaped berms, parking areas, pedestrian walkways, and storage facilities.*
- 5-P-34 *During redevelopment of the West Tenth Street Neighborhoods, require that the grid street network and pedestrian connections are maintained.*

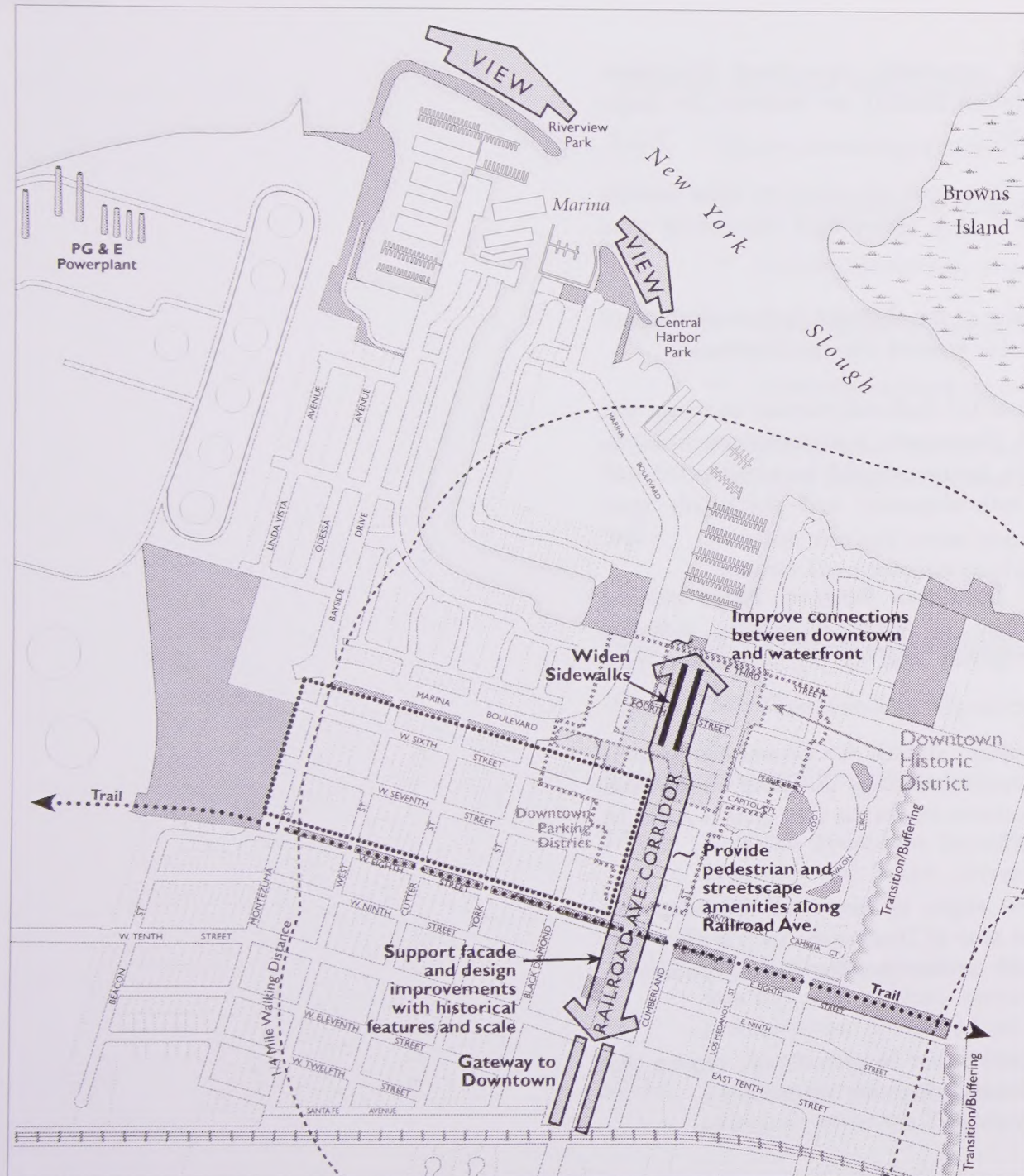


Figure 5-3
Design and Development
Improvements

Railroad Avenue

- 5-P-35 *During redevelopment of commercial properties along Railroad Avenue, pursue widening of sidewalks north of Eighth Street, as site configuration allows. Allow and encourage outdoor seating and services adjacent to restaurants and other food/beverage sales.*
- 5-P-36 *Retain existing pedestrian-scale lampposts and amenities along sidewalks within Downtown.*
- 5-P-37 *Plant and maintain a double row of trees on either side of Railroad Avenue, extending south to State Route 4.*
- 5-P-38 *Develop standards for placement of pedestrian amenities along sidewalks on Railroad Avenue.*

Examples of amenity standards include: benches mid-way down each block; bike racks adjacent to major intersections; and planter boxes, newspaper racks, and trash / recycling bins at regular intervals.

- 5-P-39 *Encourage developers to orient exterior design elements of Commercial Core structures toward pedestrians (for example: large display windows on street frontage; weather coverings over entryways), and extend the historical flavor of architectural features within the New York Landing Historical District to the intersection of Railroad Avenue and Tenth Street.*

Open Space and Waterfront Access



- 5-P-40** *Pursue acquisition of the Railroad Avenue terminus by transferring existing private recreation facilities due west of the adjacent Medium Density Residential neighborhood. Redesign the public plaza to ensure that both visual and physical access from Downtown is achieved.*

The residential development at the terminus of Railroad Avenue provides a landscaped buffer and recreational area between the street frontage and the adjacent small-craft harbor. The redesign and reconstruction of this terminus area to allow public access to the marina would significantly improve the City's desired connection between the waterfront and the Downtown core.

- 5-P-41** *Encourage design of the Harbor Street terminus to provide an unobstructed view of New York Slough and a 30-ft wide promenade to the waterfront. This linear park/promenade should function as a public square, with buildings oriented toward it and pedestrian amenities leading from East Third Street to the shoreline.*

The proposed redevelopment of the Harbor Street terminus will provide the City with a tremendous opportunity to enhance visual connections with the waterfront area. A well-designed marine commercial development could capitalize on the provision of public access to the shoreline.

- 5-P-42** *Improve the pedestrian path along Marina Boulevard, connecting the Downtown core to the waterfront/marina area. Provide a wide path right-of-way, way-finding signage, landscaping, interpretive plaques, and street lighting.*

The expansion and development of linear park features along Marina Boulevard would increase the Downtown's connection with the waterfront/marina area; thereby further contributing to the City's shoreline identity.

5.4 ACCESS AND PARKING

Railroad Avenue serves as the primary access route linking the marina and waterfront areas, Downtown Commercial Core, State Route 4, and southern Pittsburg. Most streets in Downtown support two-way traffic.

Downtown Pittsburg was developed in a traditional grid-iron street system, with fairly uniform blocks and 9-foot sidewalks. The widest streets in Downtown include Marina Boulevard, Railroad Avenue, Tenth Street, and Third Street. The new Marina Walk development maintains this grid street network. However, four large residential developments—Marina Heights, Marina Park, Bay Harbor Park, and Village at New York Landing—have replaced the original grid with inward-looking, curvilinear street systems with few access points.

DOWNTOWN PARKING REQUIREMENTS

A Downtown Parking District encompasses the entire historic district and several surrounding blocks. Although off-street parking is not required within the downtown commercial district, adjacent residential, marine commercial and service commercial developments must provide sufficient on-site parking facilities.

GOALS: ACCESS AND PARKING

- 5-G-8 *Provide sufficient parking opportunities to support a vibrant Downtown Commercial Core.*
- 5-G-9 *Encourage redevelopment projects to reinforce a walkable grid street layout, integrated with the existing grid network.*

POLICIES: ACCESS AND PARKING

Street Network and Parking

- 5-P-43 *Ensure that new Downtown residential projects preserve and continue the traditional grid street network. Consider extension of the grid street network east of Downtown as existing industrial uses are redeveloped.*

The extension of the grid street network will reinforce the City's interconnected, walkable urban core.

- 5-P-44 *Provide public parking lots within Downtown, and limit private, single-user parking areas. However, ensure the provision of off-street parking facilities in periphery Downtown areas to encourage pedestrian movement.*

Parking should be convenient and accessible in order to encourage the Downtown as a shopping area.

- 5-P-45 *Reduce off-street parking requirements within High Density Residential neighborhoods of the Downtown to one space per housing unit. Allow further reductions in parking requirements for new residential projects that provide transit-friendly design features.*

Transit-supportive design features include new transit stops/shelters within the development plan, pedestrian paths and associated signage to nearby transit stops, and bicycle storage facilities.

- 5-P-46 *Consider making all one-way streets two-way by eliminating on-street parking, if necessary.*

Two-way streets create a better "urban" character within small-city Downtowns by encouraging business development through ease of access.

- 5-P-47 *Investigate use of diagonal on-street parking spaces on Downtown commercial streets.*

Diagonal striping provides additional, easy-to-access on-street parking for commercial areas and narrows the travel lanes to encourage slower-moving traffic.

Bicycle and Pedestrian Circulation

5-P-48 Continue to install and maintain crosswalks and landscaped curb extensions at heavily-used intersections within the Downtown.

Curb extensions used as traffic calming devices should be designed to be bicycle-friendly.

5-P-49 Design sidewalks in the Downtown Commercial Core that allow for the free flow of pedestrians, and include conveniently located rest areas with shade and seating.

5-P-50 Develop a bikeway along the Downtown waterfront from Central Harbor Park to the proposed Marine Commercial Center, adjacent to the proposed Marina Boulevard pedestrian path.

5-P-51 Develop a bikeway connecting the Downtown and waterfront areas to the Civic Center area along Railroad Avenue.

5-P-52 Create pedestrian and bike path linkages between existing Downtown parks.

6 ECONOMIC DEVELOPMENT

This element provides a policy framework for ensuring Pittsburg's long-term economic competitiveness in the region. This element reflects business trends and available resources, and outlines the City's economic development objectives to ensure that economic decision-making is integrated with other aspects of the City's development.

6.1 OPPORTUNITIES AND OBJECTIVES

Pittsburg stands to benefit tremendously in the coming years from improvements in regional accessibility brought about by the recent extension of BART to the Pittsburg/Bay Point station, potential further extension to Railroad Avenue, and the ongoing widening of State Route 4. Since Eastern Contra Costa County is expected to account for about half of Contra Costa County's population increase over the next 20 years, Pittsburg will also gain from the economic benefits that accompany population and employment growth.

As with many other communities along the Sacramento and San Joaquin Rivers, Pittsburg continues its transition from an economy historically-based in heavy industry and manufacturing to one based on residential service activities – a transition brought about only recently by employment and housing trends. Since residential development brings only limited economic benefits, Pittsburg must seek ways to enhance revenues from a more diverse commercial and industrial job

base. In 1997 and 1999, the City completed an *Economic Vitality Report Card* that included a comprehensive evaluation of economic development issues and opportunities in Pittsburgh. Business outreach and market analysis surveys were conducted in 1997, 1999, and 2000. The results of these studies provide much of the basis for the policies comprising this element of the General Plan.

ECONOMIC DEVELOPMENT OBJECTIVES

The overall economic development objectives for Pittsburgh include:

- Linking land use, transportation, infrastructure, and employment growth with economic development;
- Promoting business attraction (business park/large office users), retention (manufacturing base), and expansion (retail sector);
- Encouraging employment growth to improve the jobs/housing balance;
- Promoting Downtown and waterfront revitalization; and
- Encouraging both neighborhood- and regional-scale commercial development.

6.2 ECONOMIC DEVELOPMENT AND THE CITY'S ROLE

Pittsburgh's transportation improvements, expected major population growth, and transitioning economy can result in significant benefits to the City over the life of this General Plan. While most economic development activity occurs in the private sector, the City has a significant role to play in ensuring these trends are carefully directed and the resulting benefits are maximized. Specifically, the City must:

- Ensure that City policies do not impede the needs of businesses to move or expand;
- Facilitate and act as a catalyst for development in strategic market segments;
- Coordinate and provide for infrastructure improvements; and
- Generate economic development revenue to support City activities.

A coordinated economic development strategy is also essential for supporting the City's community development objectives, such as enhanced community character, ridgeline preservation, and increased linkages within the City. Such a strategy should include a managed program of fiscal development, strategic public improvements, and a balanced approach to land use. This element envisions two central roles for the City:

1. *Promoting development that results in fiscal benefits to the City.* The relative benefit or burden of various land uses on the City's General Fund is important in considering how future development in Pittsburgh should be prioritized. Promoting the construction of revenue-generating uses (non-residential uses that generate sales and property tax monies), as well as ensuring that each new residential development pays its fair share of the costs to provide public services, provides the City with a more diverse fiscal base.



2. *Maintaining a land use balance.* Maintaining a balanced supply of different land uses is also critical to the City's financial health. This balance is necessary to attract businesses seeking quality housing opportunities and retail services, in addition to ensuring that existing transportation capacity can be used more effectively. See *Chapter 2: Land Use* for policy direction regarding land use distribution.

ENTERPRISE ZONE

The California Trade and Commerce Agency (TCA) runs an Enterprise Zone program geared toward economically distressed areas throughout the State. The purpose of the program is to provide tax incentives to businesses and allow private sector market forces to revive the local economy. Pittsburg's Enterprise Zone spans approximately 1,400-acres, including and adjacent to major portions of Downtown. The proposed Railroad Avenue BART Station area, business commercial acreage between State Route 4 and East Leland Road, and regional commercial sites at the eastern edge of town are all included within the Enterprise Zone (see Figure 6-1).

The availability of deep-water port facilities and rail spurs in the City are listed by the State TCA as special advantages of the Pittsburg Enterprise Zone. State incentives geared toward the creation of new jobs include:

- One hundred percent net-operating loss (NOL) carry-forward programs;
- State tax credits for new employee hiring;
- Sales tax credits on machinery purchases;
- Up-front expensing of certain depreciable property;
- Lenders are allowed a deduction from income on the amount of 'net interest' earned on loans;
- Carry forward of unused tax credits to future tax years; and
- Fee waivers and/or reductions in designated areas.



Efforts to market Pittsburg as a more desirable business community feature such local incentives as:

- One-stop permitting;
- A recycling marketing development zone;
- On-the-job training programs;
- Use of the Contra Costa Small Business Development Center;
- Technical and site location assistance;
- Low interest loans; and
- Low cost electricity and steam (Power Exchange rates).

6.3 ECONOMIC TRENDS AND PROSPECTS

Three key factors set the context for the Economic Development Strategy proposed in this element of the General Plan: imbalance in the City's jobs/housing ratio; strong job growth projected for the City; and adequate land area to meet future demand.

JOBS/EMPLOYED RESIDENTS BALANCE

The jobs/employed residents balance in Pittsburg is a major consideration of this Plan. The ideal jobs/employed residents ratio is 1.0. A ratio of less than one indicates that residents work outside the City, creating traffic congestion and economic leakage. Calculations derived from the City's General Plan GIS Database result in a year 2000 jobs/employed residents ratio of approximately 0.74.

According to the Association of Bay Area Governments (ABAG), Pittsburg's population grew by 6,170, or approximately nine percent, between 1990 and 2000. During that same decade, approximately 5,800 jobs were added, an increase of 35 percent. While an imbalance with respect to jobs and residents continues in Pittsburg, a faster rate of job growth over that of population provides exciting economic opportunities.

As shown in Table 6-1, the Pittsburg Sphere of Influence (SOI) had a jobs/employed residents ratio of 0.74 in 2000—the City's 33,000 employed residents outnumber the existing 24,300 jobs. This deficit is common to other East County cities, which also serve as bedroom communities to employment centers in Central County and elsewhere. However, ABAG projections indicate that Pittsburg's future employment growth will continue to outpace that of its population growth.

FUTURE JOB GROWTH

The opportunities for job growth in Pittsburg between now and 2020 are impressive. Employment projections derived from the General Plan land use distribution resulted in a total of 45,100 jobs, an increase of more than 85 percent. A total of 33,500 commercial jobs and 11,700 industrial jobs will be available within the Pittsburg Planning Area if all available commercial, office and industrial acreage is developed by 2020. Table 6-2 shows the net growth in the employment base in 2020.

Pittsburg is anticipating a significant increase in job growth throughout the General Plan timeframe. New business commercial centers are expected to develop and expand at three major locations:

1. Along Willow Pass Road, west of Downtown;
2. Along State Route 4, between the proposed Railroad Avenue BART Station and Loveridge Road; and
3. Along West Leland Road, between the Pittsburg/Bay Point BART Station and proposed San Marco Boulevard.

Table 6-1
Jobs/Employed Residents Balance, Pittsburg and Region, 2000

	<i>Jobs</i>	<i>Employed Residents</i>	<i>Jobs/Employed Residents Ratio</i>
Pittsburg ¹	24,300	33,000	0.74
Antioch	18,930	41,600	0.46
Brentwood	5,640	11,100	0.51
Clayton	1,190	6,500	0.18
Contra Costa County	360,090	475,900	0.76
San Francisco Bay Area	3,688,590	3,538,000	1.04

¹ Figures reflect Pittsburg's Sphere of Influence (SOI), which includes Bay Point.

Source: ABAG Projections 2000.

Since employment growth is projected to outpace increases in population, Pittsburgh's jobs/employed residents ratio is projected to increase from the current 0.74 to 0.96 in 2020. The Countywide ratio is projected at 0.81. Simply put, the primary focus of the Economic Development Strategy will be to improve the City's ability to carve out more than its share of the new jobs expected and rebalance the jobs/housing ratio.

Table 6-2
Employment: General Plan Buildout, Pittsburgh Planning Area

	<i>Commercial Sq Ft</i>	<i>Commercial Jobs</i>	<i>Industrial Sq Ft</i>	<i>Industrial Jobs</i>	<i>Total Jobs</i>
City of Pittsburgh					
Existing	4,062,000	14,800	4,232,000	4,700	19,500
Approved	1,531,000	5,600	491,000	500	6,100
Proposed	3,141,000	11,400	2,581,000	2,900	14,300
Subtotal	8,734,000	31,800	7,304,000	8,100	39,900
Bay Point					
Existing	413,000	1,500	2,925,000	3,300	4,800
Proposed	59,000	200	261,000	300	500
Subtotal	472,000	1,700	3,186,000	3,500	5,300
Total Planning Area 2020	9,206,000	33,500	10,490,000	11,700	45,100

Note: Items may not sum to total due to independent rounding.

Assumptions:

City of Pittsburgh = Commercial and Industrial Sq Ft based on City's GIS database; Commercial Jobs based on 275 sq ft per employee; Industrial Jobs based on 900 sq ft per employee.

Bay Point = Commercial and Industrial Jobs based on LUIS 99 database; Commercial Sq Ft based on 275 sq ft per employee; Industrial Sq Ft based on 900 sq ft per employee.

Source: Dyett & Bhatia, 2001.

LAND SUPPLY AND AVAILABILITY

The availability of industrial and commercial land that can be brought to market as quickly and as inexpensively as possible is essential to any successful economic development program. Across East County, much of the land zoned for non-residential uses is raw, unimproved land. Most of this unimproved land will not have the investment needed to make it market-ready for many years. However,

Pittsburg has quite possibly the region's largest bank of non-residential land that is currently served by public infrastructure. In addition, Pittsburg serves as a gateway to East County with excellent regional road and transit access. These are distinct advantages, for the City's land availability, location, and access can provide tremendous opportunities to future large-scale employers.

The Economic Development Strategy proposed in this element of the General Plan acknowledges the City's strength in land availability and offers a managed non-residential development program that is suited to current and future trends, maximizes revenue generating opportunities for the City, and provides for economic diversity.

6.4 ECONOMIC DEVELOPMENT STRATEGY

The Economic Development Strategy outlined here provides a framework for ensuring Pittsburg's long-term regional competitiveness. While the strategy seeks to target new businesses and build a more diverse commercial/industrial base, it also outlines measures to retain and expand existing business establishments.

GOALS: ECONOMIC DEVELOPMENT STRATEGY

- 6-G-1 *In partnership with neighboring cities, businesses, and community groups, proactively participate in the pooling of resources and development of economic opportunities.*
- 6-G-2 *Establish economic development priorities and undertake targeted investments to facilitate expansion, retention and attraction of businesses that meet the City's economic development objectives.*
- 6-G-3 *Undertake a leadership role in the coordination and completion of infrastructure improvements, and in the facilitation of environmental remediation.*
- 6-G-4 *Maintain and enhance an attractive climate for conducting business in Pittsburg.*

POLICIES: ECONOMIC DEVELOPMENT STRATEGY

Land Use and Implementation

- 6-P-1 *Monitor land use and development trends in the City, specifically in the Economic Opportunity Areas established in Policy 6-P-9, to ensure a sufficient supply of land that offers appropriate use designations and development intensities.*

Monitoring of land use and development at and around strategic locations in the City will ensure that the eventual development of these locations will generate the greatest economic benefit for the community. The coordination of strategic improvements by the City—infrastructure upgrade and extension, environmental remediation, land acquisition or assembly, etc.—may also be required to provide for appropriate and orderly development at these locations.

- 6-P-2 *Establish an implementation program that specifically outlines tasks to be undertaken, timeframes for completion, resources to be allocated, monitoring, and annual evaluation to ensure the overall success of the initiatives proposed in the Economic Development Strategy.*

This program would detail the implementation of the Economic Development Strategy presented here and provide the means for measuring overall Strategy performance. Ideally, the program format would include a five-year program horizon with annual budgeting and updates. Specific components would include:

- Target investment and strategic improvements;
- Target industries;
- Revenue enhancement;
- Redevelopment;
- Enterprise Zone opportunities;
- Joint Economic Development Zone creation;

- Foreign Trade Zone creation;
- Land acquisition and assembly;
- Development monitoring;
- Land inventory;
- East County labor composition;
- Business climate; and
- Marketing.

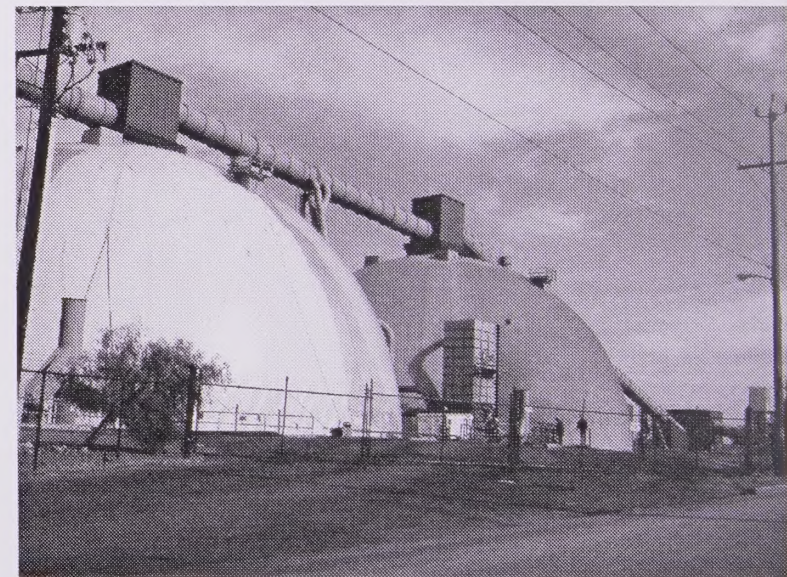
The program would allow the City to demonstrate its commitment to business attraction—and the expansion and retention of existing business—through specific actions and investment decisions. The program would actively involve business and community groups, and property owners in Pittsburgh to access community knowledge and expertise and partner in the City's future.

6-P-3 *Assume a leadership role in enhancing environmental quality in the City by coordinating the remediation of former industrial and commercial sites and by facilitating their redevelopment.*

There are several large sites with high commercial or industrial redevelopment potential in the longer term. These sites, which have been identified as having leaking underground storage tanks (USTs) or as Spills, Leaks, Investigations, and Cleanup (SLIC) sites, include:

- Pittsburgh/Bay Point BART Station;
- Proposed Railroad Avenue BART Station;
- USS-Posco and Dow Chemical sites; and
- Interchange areas at State Route 4 and Willow Pass Road, Bailey Road, Railroad Avenue, and Loveridge Road.

The City can foster redevelopment of these sites by acting as a catalyst and facilitator, particularly where upfront private sector investment is unlikely



due to perceived or actual environmental constraints or liabilities. The City could work with the California Environmental Protection Agency's Department of Toxic Substances Control (DTSC) to determine the eligibility of these lands for the Voluntary Cleanup Program (VCP). The VCP offers a streamlined process whereby the DTSC reviews, maintains oversight of, and signs off on specific remediation activities for voluntary participants. Successful projects receive a remedial action certification at the end of the process. While the State does not offer any financial inducements for the upfront costs associated with site assessment or remediation, the City could use tax increment financing and the Polanco Act to undertake the work and facilitate redevelopment.

- 6-P-4 *Work with the Pittsburg Chamber of Commerce and the Contra Costa County Workforce Investment Board to promote local business successes and ventures in all parts of the City.*

City Permitting and Ordinances

- 6-P-5 *Undertake a detailed study to assess the true costs of development and establish an appropriate impact fee schedule to ensure that new development "pays its own way" with respect to infrastructure and servicing.*

According to recent comparisons, Pittsburg requires lower impact fees levied on new development. However, if these fees do not cover the costs incurred by the City to service new residential development, then Pittsburg would, in effect, be subsidizing this type of development. Ideally, residential development should pay for as much infrastructure development as the market will bear and leverage the resulting infrastructure improvements for non-residential land and building projects. This is a particularly beneficial relationship since non-residential development provides significantly greater economic return than does residential development. As the primary goal of the Economic Development Strategy is to attract new business and balance the jobs/housing ratio, a revised impact fee schedule should charge fees appropriate to the development's public service needs.

- 6-P-6 *Maintain efficient licensing and development permitting procedures and regulations.*

Regulation should be appropriate to accomplish the City's goals without being unnecessarily burdensome or time-consuming. Opportunities to further streamline procedures should be continuously pursued via a periodic review of the system with user input to help identify problem areas.

- 6-P-7 *Continue to provide incentives, encourage employment, and promote businesses within the City's Enterprise Zone (see Figure 6-1).*

The availability of tax credits, fee waivers, and business development assistance is a tremendous opportunity for many businesses to locate within the City's Enterprise Zone. As high-tech industries expand into eastern Contra Costa County, locating in Pittsburg may become a more worthy business venture. The City should focus on marketing as an up-and-coming business/industrial complex, featuring excellent State and local investment incentives.

- 6-P-8 *Continue to encourage and support home-based businesses in Pittsburg.*

As home-based businesses become more and more common, the revenue they generate and the employment they provide has become significant.

Economic Opportunity Areas

- 6-P-9 *Establish Economic Opportunity Areas in Pittsburg, as indicated in Table 6-3 and Figure 6-2. Development in these areas must reflect both current and future trends, maximize revenue-generating opportunities for the City, and provide for economic diversity.*

In 1996, seven original areas in Pittsburg were identified as reflecting the best opportunities for Pittsburg to grow a more diverse economy and better balance the jobs/housing ratio by 2020. One additional area—Railroad Avenue/Harbor Street BART—was added in Table 6-3, while two of the original areas—North Willow Pass and South Residential—were deleted

due to preservation of open space and wetlands habitat. It is important that these Economic Opportunity Areas provide for a comprehensive and integrated approach to development/redevelopment, including a full range of public finance and land use planning tools.

Table 6-3
Economic Opportunity Areas in Pittsburg

<i>Area</i>	<i>Description/Status</i>	<i>Suggested Land Use Program</i>
Downtown	Addressed by Downtown Element of this Plan.	– Mixed-use strategy of residential development base, with supporting retail, offices, and personal services. – Planned marine commercial center with retail, office, and recreational uses capitalizing on proximity to Suisun Bay. – Opportunity for small-scale incubator, research and development, and high-tech manufacturing uses. – Specialty retail and entertainment activities.
Pittsburg/ Bay Point BART	Specific Plan in preparation.	– Mixed-use strategy of business commercial, retail, and residential. – Transit-oriented high-density residential development.
South Willow Pass	West of Downtown and South of Willow Pass Road, along Tenth Street.	– Small business commercial and industrial complexes, with focus on high-quality design and accessibility.
Northeast Industrial	East of Downtown and North of Pittsburg-Antioch Highway.	– Best near-term potential for basic industry development. – Marine-related and complementary heavy industrial uses. – Waterfront destination (recreational, retail) activities.
East State Route 4 Commercial	Between Pittsburg-Antioch Highway and State Route 4, East of Loveridge Road.	– Best near-term potential for regional commercial retail (big-box retail) and hotel development. – Business commercial (e.g. research and development) uses.
Railroad Ave / Harbor St BART	Proposed extension station area.	– Long-term potential for mixed-use business commercial, retail, light industrial, and institutional center.

Sources: City of Pittsburg Economic Vitality Strategy, 1996; Dyett & Bhatia, 2000.



1-6 Economic Opportunity Areas

Source: City of Pittsburgh

Figure 6-2
Economic
Opportunity Areas

- 6-P-10 *Emphasize Downtown as Pittsburg's historic center, providing an identity and a sense of place for the entire city by establishing a focused revitalization strategy that integrates the initiatives of the Economic Development Strategy.*

The importance of Downtown to the City's evolution beyond a bedroom community cannot be overstated. While Downtown is identified as an economic opportunity area in Policy 6-P-8, this area is sufficiently different in both structure and context as to justify specific mention here. Pittsburg's Downtown is one of the oldest in the County, and one of few with a waterfront. Downtown design is more fully discussed in Chapter 5: Downtown of this Plan.

A revitalization strategy for Downtown should build on the strengths of Downtown, while aggressively working to overcome the obstacles. Initiatives of the Downtown revitalization strategy should specify several of the techniques proposed for the citywide Economic Development Strategy:

- Monitoring of land use and development trends in Downtown to ensure a sufficient supply of land of appropriate designation and development intensity;
- Establishment of a retail and consumer services strategy to attract retail and service sector business to key locations in Downtown;
- Establishment of criteria for land assembly in Downtown for the purposes of redevelopment and revitalization;
- Consideration of the feasibility of a convention or performing arts center, amphitheater, or other public cultural amenity in or linked to the Downtown;
- Facilitation of additional attractions and events that bring both residents and visitors to the Downtown; and
- Preservation and enhancement of historic structures contributing to the unique character of the Downtown.

Retail and Consumer Services

6-P-11 *Develop a retail and consumer services strategy to attract regional- and local-serving non-basic industries, ensure appropriate location, and maximize growth opportunities. Incorporate initiatives to retain and expand existing retail and consumer services businesses.*

The City must aggressively pursue growth in the retail and service sectors for three primary reasons. First, city residents are currently underserved in several retail categories, including automotive sales, service stations, and home furnishing and appliances. Second, a net retail sales 'leakage' worth approximately \$30.6 million was lost to neighboring communities in 1996, sales that did not benefit the City through tax revenues. (Refer to discussion in Section 6.2 of the *Pittsburg General Plan Update: Existing Conditions and Planning Issues Report, 1998*). Third, as retail sales are lost to neighboring communities, so too are the associated jobs. Overall, it is likely that the demand for additional retail space in Pittsburg over the next 20 years will range between 500,000 and 750,000 square feet.

Retail and consumer service uses need to be located in areas with heavy pass-by traffic, good visibility, and image. Pittsburg has a significant advantage over neighboring communities in that it offers a significant supply of available land in locations that make the most sense for retail and service sector uses. The westward orientation of the East County population—jobs, shopping, entertainment, services are in Bay Area communities to the west—means that Pittsburg will benefit most from traffic and consumers in communities to the east passing through the City.

Research and Development

- 6-P-12** *Develop a research and development (R&D) and office attraction strategy to promote economic diversification, ensure appropriate location, and maximize growth opportunities. Incorporate initiatives to retain and expand existing R&D and office businesses.*

Research and development (R&D) industry clusters—which include multimedia, plastics, computer-related electronics, health care technology, and business services—are projected to benefit from significant growth in Contra Costa County to 2020, and would certainly provide excellent employment- and revenue-generating opportunities for Pittsburg if the City positioned itself properly to capture this growth.

Businesses in these clusters have several locational considerations. Good access from major highways and proximate amenities for employees are very important factors. Locations must project a high-quality image, typically expressed by a high-level of design, landscaping, and maintenance. Such an image is generally provided in campus-style office or business park developments. In addition, prestigious R&D and office tenants will pay a premium for space in high-profile or high-image buildings, often a mid-rise or otherwise architecturally interesting building with visibility from a major highway.

- 6-P-13** *Create a Research and Development (R&D) Industry Advisory Council comprised of business leaders from within Pittsburg to assist the implementation of the R&D and office attraction strategy (Policy 6-P-11).*

The development of an R&D and office attraction strategy would benefit greatly from the involvement of the private sector. An R&D Industry Advisory Council comprised of industry representatives and other private sector interests in Pittsburg could assist the City in the creation of the campus-style concept. Specifically, the Council would work with the City on various matters related to planning, marketing, and incentives. Planning matters include design guidelines, enhanced development standards,

infrastructure improvements, parking, transit, and other issues related to campus-style development. Marketing matters include the promotion of Pittsburgh as a high amenity growth-based industrial activity center for R&D and office uses. Finally, incentives matters relate to the appropriate use of the City's authority to promote redevelopment and revitalization in support of its community development goals. This includes the use of land acquisition, land assembly, redevelopment financing, advance permitting, and other tools necessary to maintain a suitable inventory of ready-to-go sites for these uses.

Land Assembly and Redevelopment

6-P-14 Establish an inventory of ready-to-go non-residential sites, complete with zoning, infrastructure, and environmental clearances. If necessary, acquire or assemble sites to ensure availability of sites of adequate size to attract industry clusters that meet the City's development objectives.

Policy 6-P-9 identifies six Economic Opportunity Areas in Pittsburgh. While these areas present a variety of challenges, careful planning, municipal incentives, and private sector involvement could provide tremendous redevelopment opportunities. The City should engage in land acquisition, assembly, and re-parcelization of sites in Economic Opportunity Areas, particularly if:

- Sites are in strategic or one-of-a-kind locations, such as the Suisun Bay waterfront;
- An inventory of ready-to-go sites are needed to attract targeted industry clusters;
- Reuse of brownfield or other contaminated sites can contribute to environmental remediation;
- Short-term market inefficiencies are overcome; or
- Quality development, attainment of higher intensities, and professional management can be achieved.

- 6-P-15 *Maximize the City's public financing tools and consider opportunities for enhancement in order to fund the various economic development initiatives outlined in this Element.*

Amenities and Waterfront Development

- 6-P-16 *Consider the feasibility of establishing a convention or performing arts center, amphitheater, or other public cultural amenity in or linked to the Downtown or waterfront, or in another appropriate location.*

This recommendation offers three distinct, yet very important advantages. First, the location of such a facility in the Downtown, or a comparable mixed-use activity center such as the proposed Railroad Avenue BART Station Area, would generate pedestrian traffic and support retail opportunities into the evening hours. Complementary uses, such as restaurants, clubs, and coffee shops, would also tend to locate near where crowds gather. Second, such facilities provide a strong image of culture, sophistication, and community pride. Such an image is key if Pittsburg is to evolve from bedroom community to important regional job center, particularly in the attraction of R&D and office complexes. Third, such facilities can also result in strong growth in the visitor services sector. Guest accommodations, restaurants, movie theaters, and entertainment complexes become more economically feasible when a significant nearby attraction serves more than the communities that immediately surround it. Growth in this sector will also be an important part of Pittsburg's transition to a regional job center, as new businesses bring in new clients, conventioners, and suppliers from outside the area.

- 6-P-17 *Facilitate additional attractions and events that bring both residents and visitors to the City, the Downtown, and the waterfront.*

In addition to the consideration of a convention or performing arts center in Pittsburg, it is important that the City support and facilitate existing events and attractions. Some current events include the Renaissance Festival, Heritage Festival, Sea Food Festival, August After Hours, Black Diamond Blues Festival, and the Pittsburg Holiday Parade. With respect to

attractions, the City needs to make the most of the unique sites located nearby, such as Black Diamond Mines Regional Park and Browns Island Regional Shoreline, and integrate the promotion of these attractions with other City initiatives.

6-P-18 *Ensure that new waterfront development includes enhanced shoreline access, some form of public amenity, and an appropriate mix of waterfront uses.*

The Pittsburg waterfront should serve as a recreational and commercial focus of the City. As such, waterfront uses should enhance this role by supporting a mix of complementary uses that include marinas (a small portion of which may include service and storage facilities), eating and drinking establishments, visitor accommodations, parks and open space, historic and/or natural interpretive facilities. Waterfront development should incorporate or improve connections to Downtown.

7 TRANSPORTATION

This element identifies long-range future transportation needs, primarily through policies and standards to enhance capacity and provide new linkages to further an integrated multi-modal transportation system.

The transportation system serving Pittsburg is comprised of the roadway system, public transportation, and alternative modes, including carpooling, bicycling, and walking. Several routes of regional significance provide access to Pittsburg: State Route 4, Pittsburg-Antioch Highway, Kirker Pass Road, Bailey Road, Leland Road, and Willow Pass Road. State Route 4, which runs east-west and bisects the City, connects Highway 160 in East Antioch, Highway 242 and I-680 in Concord, and I-80 in Hercules. A system of surface streets collects and distributes traffic to and from the highway and regional routes, and between the commercial, industrial, and residential areas of the City.

Bay Area Rapid Transit (BART) provides commuter rail service between Pittsburg and the rest of the Bay Area via the Pittsburg/Bay Point line. The Pittsburg/Bay Point BART station is located at the southwest quadrant of the State Route 4/Bailey Road interchange. Local bus service is provided by Tri-Delta transit and the County Connection services. Existing bicycle lanes along East Leland Road, Loveridge Road, Harbor Street, Buchanan Road, and Crestview Avenue provide access throughout Pittsburg. The Delta De Anza Trail is a multi-use path connecting Pittsburg to neighboring communities.

7.1 REGULATORY CONTEXT

The City of Pittsburg has jurisdiction over all City streets and City-operated traffic signals. The freeways, freeway ramps, ramp signal lights, and State Routes (such as State Route 4) are under the jurisdiction of the State of California Department of Transportation (Caltrans). The transit service providers have jurisdiction over their services. These include BART, Tri-Delta Transit and County Connection fixed-route bus service.

Several regional agencies oversee and coordinate funding for transportation improvement programs affecting Pittsburg, including the Contra Costa Transportation Authority (CCTA), TRANSPLAN Regional Transportation Planning Committee, and the Metropolitan Transportation Commission (MTC).

CONTRA COSTA TRANSPORTATION AUTHORITY (CCTA)

In 1988, voters in Contra Costa County passed Measure C, increasing the sales tax by ½ percent for 20 years to finance construction of a specified set of public transit and highway improvement projects. This ballot measure created the Contra Costa Transportation Authority (CCTA) that oversees the improvements contained in the Measure C Growth Management Program, including the widening of State Route 4. In order to qualify for Measure C funding, the CCTA requires each jurisdiction to include a Growth Management Element in its General Plan (see Chapter 3: Growth Management) which identifies Routes of Regional Significance and established Level of Service standards for local streets (Basic Routes).

CCTA is also the Congestion Management Agency (CMA) that sets State and Federal funding priorities for improvements affecting the Contra Costa County Congestion Management Program (CMP) Roadway System. CMP roadway system components (or Routes of Regional Significance) in Pittsburg include State Route 4, Bailey Road, Willow Pass Road, Leland Road, Buchanan Road, Somersville Road, and Railroad Avenue. Improvements slated for State or Federal funding must be adopted by CCTA and included in the Capital Improvement Program (CIP) in the CMP document, which is updated biennially.

TRANSPLAN

Measure C requires all Contra Costa County jurisdictions to participate in the preparation of *Action Plans for Routes of Regional Significance* to determine the appropriate measures and programs for mitigation of regional traffic impacts. TRANSPLAN is the regional transportation planning committee for eastern Contra Costa County, comprised of the cities of Antioch, Brentwood, Oakley, Pittsburg and unincorporated Contra Costa County. One elected official from each of these jurisdictions serves on the TRANSPLAN Regional Transportation Planning Committee. The Action Plans from the TRANSPLAN Committee are integrated with Action Plans from other regional transportation planning committees to form the CCTA *Countywide Comprehensive Transportation Plan*.

METROPOLITAN TRANSPORTATION COMMISSION (MTC)

The transportation planning agency for the entire Bay Area is the Metropolitan Transportation Commission (MTC). MTC is the clearinghouse for both State and Federal funds for transportation improvements. Each county's CMA, including CCTA, forwards their capital improvement project list to MTC. MTC reviews the lists submitted by all nine Bay Area counties and submits a regional priority list to the California Transportation Commission (CTC) and/or the Federal Highway Administration for selection of projects to receive funding.

CALTRANS

The California Department of Transportation (Caltrans) has authority over the State highway system, including mainline facilities and interchanges. Caltrans must be involved in and approve the planning and design of improvements for state highway facilities. State highway facilities in the Pittsburg Planning Area include State Route 4 and the interchanges at Willow Pass Road, Bailey Road, Railroad Avenue, and Loveridge Road.

7.2 ROADWAY SYSTEM & TRAFFIC STANDARDS

ROADWAY CLASSIFICATION SYSTEM

The roadway system within the City is based around a conventional suburban hierarchy of streets. The top of the hierarchy consists of arterial streets that carry large volumes of traffic, while the bottom consists of low-volume local streets intended to provide access to adjacent property. Definitions of the roadway classifications are presented below, while more specific classification standards relating to intersections, driveways, on-street parking, and traffic volumes are presented in Table 7-1. A map of the roadway system serving the City of Pittsburgh is presented in Figure 7-1.

- *Freeways.* Freeways are limited-access, high-speed travelways included in the State and Federal highway systems. Their purpose is to carry regional through-traffic (traffic passing through Pittsburgh without stopping). Access is provided by interchanges spaced one mile or greater. No access is provided to adjacent land uses. State Route 4 is the only freeway connecting the City of Pittsburgh to regional destinations.
- *Major Arterials.* Major arterials primarily serve through-traffic. They are generally multi-lane facilities with signalized traffic control at major intersections. Major arterials are typically divided facilities (with raised medians) that provide limited access to abutting development sites as a secondary function. Major arterial examples in Pittsburgh include Railroad Avenue, Kirker Pass Road, Willow Pass Road, Bailey Road, Pittsburgh-Antioch Highway, Leland Road, Loveridge Road, and Buchanan Road.
- *Minor Arterials.* Minor Arterials are intended to provide balance between mobility and access. They carry a mix of local and regional traffic, providing circulation between neighborhoods, activity centers, and highways and other regional routes. Minor arterials are typically two to four lane roadways that also provide access to adjacent development, often using signalized intersections for entry to major generators. Minor arterial examples in Pittsburgh include Harbor Street, North Parkside Drive, California Avenue, and Century Boulevard.

Table 7-1
Roadway Functional Classifications, City of Pittsburgh

	Function	Traffic Lanes ¹	Intersections	Driveways	Left-Turn Pockets	On-Street Parking	Traffic Speed	Traffic Volume ²
Major Arterial	Primary function is to provide mobility. Secondary function is to provide access. Provides circulation between neighborhoods, activity centers, and highways and other regional routes.	2-6	Minimum number of intersection is preferred. Traffic signals required where warranted.	Driveways are generally not permitted, but may be allowed subject to restrictions. Driveways to major generators should be consolidated, preferably at signalized intersections.	Preferred	Not desirable	Moderate to High 35-50 mph	Moderate to High 15,000-55,000 VPD
Minor Arterial	Provide balance between mobility and access. Carry a mix of local and regional traffic. Provides circulation between neighborhoods, activity centers, and highways and other regional routes.	2-4	Minor arterials allow a higher level of access than major arterials. Traffic signals required where warranted.	Driveways are generally not permitted, but may be allowed subject to restrictions. Driveways to major generators should be consolidated, preferably at signalized intersections.	Preferred	Not desirable	Moderate to High 35-50 mph	Moderate to High 15,000-40,000 VPD
Collector	Provides circulation within and between neighborhoods.	2-4	Allowed. Subject to restrictions.	Driveways are permitted subject to restrictions.	As traffic conditions require	Allowed. Subject to restrictions	Low to Moderate 30-35 mph	Low to Moderate 15,000 VPD or less
Local	Provides access to individual sites.	2	Least restrictive.	Driveways allowed.	No	Allowed. Subject to restrictions	Low 25-30 mph	Low 5,000 VPD or less

¹ All streets shall have sidewalks. Bikeways shall be provided in accordance with Figure 7.2.

² MPH = miles per hour, VPD = vehicles per day

All street design parameters (cross-sections, pavement, intersection spacing, driveways, parking, etc.) are subject to traffic evaluation and conformance to city design standards.

(See Figure 7.1 for a functional classification of Pittsburgh's street system.)

Source: Pittsburgh Community Development and Engineering Departments, 2000.

- *Collectors.* Collectors provide land access and traffic circulation within residential, commercial and industrial areas. They connect arterials with local streets. Collectors are typically designed with two travel lanes, parking lanes, planter strips, and sidewalks. Traffic control at intersections are generally signalized along these facilities, but can include all-way stop control. Collector streets in Pittsburg include Atlantic Avenue, Stoneman Avenue, Gladstone Drive, and Yosemite Drive.
- *Local Streets.* Local streets, also known as minor streets, provide direct access to abutting properties as their primary function. Local streets rarely have more than two travel lanes, and speed limits are generally kept low (25 mph).

Table 7-2
Traffic Level of Service (LOS) Definitions

LOS	Traffic Flow Conditions	MAX Volume to Capacity Ratio
A	Free flow; speed is controlled by driver's desires, stipulated speed limits, or physical roadway conditions.	0.6
B	Stable flow; operating speeds beginning to be restricted; little or no restrictions on maneuverability from other vehicles.	0.7
C	Stable flow; speeds and maneuverability more closely restricted; occasional backups behind left-turning vehicles at intersections.	0.8
D	Unstable flow; temporary restrictions may cause extensive delays; little freedom to maneuver; at intersections, some motorists may have to wait through more than one signal changes.	0.9
E	Unstable flow with stoppages and delays; approaching capacity; maneuverability severely limited.	1.0
F	Forced flow; stoppages for long periods; low operating speeds; delays at intersections often more than one signal change.	>1.0

LEVEL OF SERVICE (LOS) STANDARDS

The CCTA/TRANSPLAN East County Action Plan (Draft; December 1999) defines level of service (LOS) as “a measure of traffic conditions on a road or intersection.” LOS is expressed in ratings from ‘A’ to ‘F’, with ‘A’ representing free-flow traffic conditions and ‘F’ signifying long delays and stop-and-go conditions. LOS is measured as a comparison between the amount of traffic on a road and the capacity for which the road or intersection was designed. Traffic LOS definitions are explained in Table 7-2.

Level of Service standards applicable to Routes of Regional Significance in Eastern Contra Costa County include:

- D or better at signalized intersections along non-freeway State Route 4;
- E or better at unsignalized intersections along non-freeway State Route 4;
- E or better on non-freeway State Route 4 from Balfour Road to the San Joaquin County line;
- E or better (<95% capacity) on Kirker Pass Road;
- D or better (<85% capacity) on intersections along Major Arterials, except for intersections along Bailey Road; and
- E or better at intersections along Bailey Road.

EXISTING TRAFFIC VOLUMES

Traffic data used to define existing roadway and intersection service levels include average daily traffic (ADT) and peak hour traffic. The ADT is defined as the total number of vehicles passing a point on a roadway, in both directions, on an average weekday. Peak hour is defined as the total number of vehicles passing a point on a roadway during the busiest one hour in the morning or afternoon on an average weekday. Typically, peak hour turning movement volumes are used to measure service levels at intersections.

Historically, State Route 4 has been heavily congested in the westbound direction during the weekday morning peak period (7:00 to 9:00 AM) and in the eastbound direction during the evening peak period (4:00 to 6:00 PM). The highly directional peak hours are the result of significantly more housing than employment in East County communities. Based on Caltrans' mainline counts, volumes on State Route 4 range from nearly 80,000 to over 90,000 vehicles per day in the vicinity of Pittsburg. Weekday volumes generally peak between 5:00 to 6:00 PM, with peak hour traffic volumes at nearly 8,000 vehicles per hour. Traffic on State Route 4 has increased significantly over the past 10 years, about 48 percent, as continued housing construction occurs in Antioch and Brentwood.

Along City streets, traffic volumes have also increased over the past 10 years. Traffic volumes along the major arterials in Pittsburg have experienced significant increases due to current congestion levels on State Route 4, with many drivers finding alternative access along local streets to avoid the congestion. Pittsburg experiences substantial through-traffic on local arterials and collectors as commuters from adjacent communities use these streets to access Kirker Pass Road, a regional connection to Concord, Walnut Creek and the Highway 24/I-680 junction. Railroad Avenue, Buchanan Road, and Leland Road accommodate the greatest amounts of through traffic in Pittsburg.

PROJECTED TRAFFIC VOLUMES

Traffic projections for buildout of the General Plan were developed using the East County Travel Demand Forecasting Model. This model was developed and adopted by the Contra Costa Transportation Authority (CCTA) for regional transportation planning. It produces both average daily traffic projections and peak hour turning movement projections at key intersections. The model encompasses the entire County, but is focused on the communities of North Concord, Bay Point, Pittsburg, Antioch, Oakley and Brentwood. The General Plan Diagram (Figure 2-2) and associated buildout projections (Section 2.3) constitute model assumptions for Pittsburg. Within the remainder of the region, land use assumptions equal year 2025 employment and population projections developed by the Association of Bay Area Governments (ABAG). Additionally, the traffic projections reflect planned and improved street, highway and interchange improvements within Pittsburg and throughout the region.

Table 7-3 compares existing average daily traffic volumes (ADT) with year 2025 traffic projections. Substantial increases in traffic are projected for key roadway segments in Pittsburg. Traffic volumes on State Route 4 will double over the next 25 years due partly to growth in Pittsburg, but primarily due to substantial growth in the Eastern Contra Costa County communities of Antioch, Oakley, Brentwood, and growth in other communities along State Route 4 such as Discovery Bay. Regionally important through routes such as Bailey Road, Railroad Avenue/Kirker Pass Road, Leland Road, and Pittsburg-Antioch Highway will experience substantial growth ranging from 35 percent to over 200 percent. Other key streets in Pittsburg will also experience growth ranging from 15 percent to nearly 300 percent. This growth on local Pittsburg streets is a combination of locally generated traffic and through traffic seeking alternative routes to congested highways and regional routes.

According to the CCTA East County Model used to generate projected traffic volumes for year 2025, increases in freeway traffic in Contra Costa County are expected to be most substantial along State Route 4 in the vicinity of Pittsburg and Antioch. Table 7-4 shows Projected vehicle miles traveled (VMT) and vehicle hours traveled (VHT) for Pittsburg and Contra Costa County under buildout of the proposed General Plan. Total VMT are expected to exceed 18,2500 on roadways within the Planning Area.

Table 7-3
Existing and Projected Average Daily Traffic Volumes, City of Pittsburgh

<i>Roadway Segment</i>	<i>Existing 1997</i>	<i>Projected 2025</i>	<i>Percent Change</i>
State Route 4 (west of Bailey Rd.)	94,000	172,200	83%
State Route 4 (west of Railroad Ave.)	80,000	164,500	106%
State Route 4 (east of Railroad Ave.)	77,000	155,000	101%
State Route 4 (east of Loveridge Rd.)	81,000	161,000	99%
Bailey Road (north of Leland Rd.)	20,300	48,300	138%
West Leland Road (west of Bailey Rd.)	8,600	21,700	152%
West Leland Road (east of Range Rd.)	13,700	24,600	80%
East Leland Road (east of Harbor St.)	21,100	31,800	51%
Railroad Avenue (north of Leland Rd.)	30,000	40,600	35%
Railroad Avenue (north of Buchanan Rd.)	15,600	25,200	62%
Railroad Avenue (north of California Ave.)	30,000	49,800	66%
Railroad Avenue (north of 10th St.)	9,900	13,500	36%
Tenth Street (east of Railroad Ave.)	12,500	16,500	32%
California Avenue (east of Railroad Ave.)	14,200	16,400	15%
Willow Pass Road (west of Range Rd.)	13,900	23,100	66%
Harbor Street (south of SR 4)	14,200	32,000	125%
Harbor Street (north of Buchanan Rd.)	5,200	20,700	298%
Atlantic Avenue (east of Railroad Ave.)	10,900	10,100	-7%
Loveridge Road (north of Buchanan Rd.)	16,600	20,200	22%
Buchanan Road (east of Harbor St.)	16,800	11,400	68%
Delta-Fair Boulevard (east of Loveridge Rd.)	14,800	35,500	140%
Pittsburg Antioch Highway (east of Loveridge Rd.)	9,500	28,900	204%

Source: Fehr & Peers Associates, 2000.

Table 7-4
Projected VMT and VHT, Pittsburg and
Contra Costa County

Type	VMT	VHT	Average MPH
Pittsburg Planning Area			
Highway	96,369	3,957	24.4
Expressway	13,774	329	41.9
Major Arterial	62,755	2,354	26.7
Minor Arterial	8,119	516	15.7
Collector	1,503	87	17.3
Totals	182,521	7,243	25.2
Contra Costa County			
Highway	1,167,115	44,591	26.2
Expressway	190,235	9,150	20.8
Major Arterial	763,389	33,770	22.6
Minor Arterial	345,695	18,302	18.9
Collector	57,994	3,493	16.6
Totals	2,524,429	109,307	23.1

Source: Fehr & Peers, 2000.

PLANNED TRANSPORTATION IMPROVEMENTS

The City and regional transportation authorities have several planned transportation improvements within the Planning Area which are expected to meet Pittsburg's transportation needs to 2020:

- 1995 CMP Capital Improvement Program – Projects with committed funding:
 - Widen State Route 4 to 6 lanes plus 2 High Occupancy Vehicle (HOV) lanes between Bailey Road and Railroad Avenue.
 - Provide a transit corridor for future BART extensions.
- 1995 CCTA Countywide Comprehensive Transportation Plan & East County Action Plan (currently being updated) – MTC Track 1 projects are included in the regional transportation plan and could be funded with expected revenues. Candidate Track 2 projects are those without forecast funding. MTC is exploring potential funding sources for these projects:
 - Construct a Park and Ride Lot near the State Route 4/Railroad Avenue interchange (already built at Harbor Street and Bliss Avenue).
 - Modify State Route 4/Loveridge Road interchange and construct parallel truck facility (MTC Track 1).
 - Widen State Route 4 to 6 lanes plus HOV lanes between Railroad Avenue and State Route 4 Bypass at Antioch (Candidate Track 2).
 - Construct 2-lane Buchanan Bypass (Candidate Track 2).
 - Construct truck-climbing lanes on Kirker Pass Road between Clearbrook Road and Buchanan Road (Candidate Track 2).
 - Extend BART to Hillcrest Avenue in Antioch (Candidate Track 2).
- Caltrans-approved Project Study Report (PSR) - Potential funding sources include local sales tax (Measure C) and East County Regional Fee and Finance Authority (ECRFFA):

- Modify State Route 4/Railroad Avenue interchange to increase the interchange's capacity and improve operations of the existing closely spaced ramp intersections.
- Widen existing median on State Route 4 to accommodate future travel lanes, the BART extension, and a BART Station at Railroad Avenue.
- CCTA Major Investment Study (MIS) - CCTA Major Investment Study projects are those without forecast funding:
 - Continue preliminary engineering work on State Route 4 East, between Railroad Avenue and Route 160.
 - Investigate in greater detail the issues surrounding future BART Stations.
- 1997 Pittsburg Traffic Mitigation Fee Study - Traffic Mitigation Fee Study projects are being funded by a mitigation fee imposed as a result of this study:
 - Widen California Avenue to four lanes from Railroad Avenue to Loveridge Road.
 - Extend West Leland Road (four lanes) from terminus to Avila Road.
 - Widen Avila Road to four lanes from Willow Pass Road to West Leland Road.
 - Widen Willow Pass Road to four lanes from Loftus Road to Range Road.
 - Improve East Third Street.
 - Connect North Park Plaza to Century Boulevard.
 - Construct the Bailey Bypass (San Marco Boulevard) from State Route 4 to Bailey Road.
 - Construct 4-lane Buchanan Bypass.
 - Construct an interchange at Range Road/State Route 4.

- Implement signal interconnection (synchronization of intersection signals to improve traffic flow) on Leland and Buchanan Roads.
- Install traffic signals and construct intersection improvements, as needed.
- Regional Traffic Mitigation Fee (TRANSPLAN) – Regional Traffic Mitigation Fee projects are being funded by the regional fee:
 - Widen State Route 4 to 6 lanes plus 2 High Occupancy Vehicle (HOV) lanes between Bailey Road and Railroad Avenue.
 - Construct 2-lane Buchanan Bypass.
 - Construct the State Route 4 Bypass from Antioch to Brentwood.

GOALS: STREET SYSTEM & TRAFFIC STANDARDS

- 7-G-1** *Achieve service level standards for Basic Route intersections that conform to CCTA's Growth Management requirements for Routes of Regional Significance at signalized intersections. Define intersections within Pittsburg city limits as being located in rural, semi-rural, suburban, urban, or Downtown areas, as designated in Figure 7-2.*
- *Rural - LOS low C (volume to capacity ratio 0.70 to 0.74)*
 - *Semi-Rural - LOS high C (volume to capacity ratio 0.75 to 0.79)*
 - *Suburban - LOS low D (volume to capacity ratio 0.80 to 0.84)*
 - *Urban - LOS high D (volume to capacity ratio 0.85 to 0.89)*
 - *Downtown (CBD) - LOS high D (volume to capacity ratio 0.85 to 0.89)*
- 7-G-2** *Work with Caltrans and CCTA to achieve timely construction of programmed freeway and interchange improvements.*
- 7-G-3** *Coordinate circulation system plans with other jurisdictions' and agencies' plans, including Antioch and Concord, CCTA, and Caltrans.*

7-G-4 *Work with CCTA to manage morning commute traffic from East to Central Contra Costa County by studying and implementing arterial metering management plans.*

7-G-5 *Provide adequate capacity on arterial roadways to meet LOS standards and to avoid traffic diversion to local roadways or the freeway.*

As congestion increases on State Route 4, monitor and evaluate the need to implement neighborhood traffic management controls on local streets to eliminate or minimize the impact of diverted traffic.

7-G-6 *Locate high traffic-generating uses so that they have direct access or immediate secondary access to arterial roadways.*

7-G-7 *Complete arterial roadway improvements required to mitigate traffic impacts of an approved project before the project is fully occupied. Arterial improvements should be completed by creating funding sources, which include but are not limited to Traffic Mitigation Fees, Development Agreements, and Assessment Districts.*

POLICIES: STREET SYSTEM AND TRAFFIC STANDARDS

7-P-1 *Require mitigation for development proposals that are not part of the Traffic Mitigation Fee program which contribute more than one percent of the volume to an existing roadway or intersections with inadequate capacity to meet cumulative demand.*

Development projects that contribute to future traffic congestion on existing roadways shall provide mitigation to ensure adequate future capacities. Traffic analysis of development plans will determine the proportion of cumulative impact each project is creating.

7-P-2 *Use the adopted Regional and Local Transportation Impact Mitigation Fee ordinances to ensure that all new development pays an equitable pro-rata*

share of the cost of transportation improvements. Review the Traffic Impact Mitigation Fee schedule annually and update every five years at a minimum.

- 7-P-3 Review and update the City's Engineering Design Standards for each functional roadway classification, according to Table 7-1.*

Roadway standards are illustrated in the City's Engineering Design Standards for typical midblock applications. Additional right-of-way may be needed for turn lanes at some intersection approaches.

- 7-P-4 Require that all traffic studies be conducted by professional transportation consultants selected by the Community Development Department, with the City acting as the lead agency. Ensure that all costs associated with the traffic study are paid by the applicant.*

- 7-P-5 Apply for federal Congestion Mitigation Air Quality (CMAQ) grant funding, designed to improve air quality through roadway improvement projects.*

Level of Service (LOS) Standards

- 7-P-6 Design roadway improvements and evaluate development proposals based on LOS standards set forth in Policy 7-G-1.*

- 7-P-7 Endeavor to implement Transportation Element improvements prior to deterioration in levels of service below those set forth in Policy 7-G-1.*

Development approvals should require reasonable demonstration that traffic improvements necessary to serve the development will be in place in time to accommodate trips generated by the project.

- 7-P-8 Improve intersections as needed to maintain safety on major roadways and traffic levels of service, as described in Policy 7-G-1.*

Specific improvements should be identified and implemented on the basis of detailed traffic studies or Environmental Impact Reports. Improvements

may include intersection approach lane expansion, related channelization improvements and traffic signal installations.

- 7-P-9 *Implement the intersection improvements (including signalization and additional or reallocated lanes) as illustrated in Appendix A..*
- 7-P-10 *Require mitigation for development proposals which result in projected parking demand that would exceed the proposed parking supply on a regular and frequent basis.*

Highways and Arterial Streets

- 7-P-11 *Maximize the carrying capacity of arterial roadways by controlling the number of intersections and driveways, minimizing residential access, implementing Transportation Systems Management (TSM) measures, and requiring sufficient on-site parking to meet the needs of each project (see also Table 7-1).*

Additional guidelines for arterial access include providing smooth ingress/egress to development. This includes designing parking areas so that traffic turning into the parking areas does not stack up on the arterial roadway; combining driveways to serve small parcels; and maintaining adequate distance between driveways and intersections to permit efficient traffic merges. In the built environment, roadway right-of-way may not be available to increase arterial capacity. Therefore, improving the efficiency of existing arterials through TSM measures should be one of the first considerations to meet service level standards. TSM measures include signal coordination, channelization and signal improvements at intersections, and implementation of new traffic control technology.

- 7-P-12 *Continue to collect fees, plan and design for the future construction of Buchanan Bypass. Ensure preparation of a feasibility and environmental impact study to determine the precise alignment, costs, mitigation measures, and impacts on adjacent uses.*



- 7-P-13 Upgrade or extend the hillside access routes from Bailey Road, Buchanan Road, Kirker Pass Road, and proposed San Marco Boulevard, as development potential warrants.
- 7-P-14 Increase access to alternative north-south routes providing connection to State Route 4, other than Railroad Avenue.
- 7-P-15 Support Caltrans' planned improvements to the Railroad Avenue and Loveridge Road interchanges in conjunction with State Route 4 widening projects. Work with Federal, State and regional authorities to ensure timely completion of these projects needed to adequately serve local circulation needs.
- 7-P-16 Continue to collect fees for the extension of West Leland Road to Willow Pass Road, subject to the Traffic Mitigation Fee program. As established by nexus, require new development adjacent to the extension to dedicate right-of-way and construct or fund new intersections and frontage improvements.
- 7-P-17 Pursue the design and construction of an interchange/overpass at State Route 4 and Range Road. Work with Caltrans to design an interchange facility that will accommodate future traffic demands.
- 7-P-18 Approve construction of the proposed San Marco Boulevard (Bailey Bypass). Ensure preparation of a feasibility and environmental impact study to determine the precise alignment, costs, mitigation measures, and impacts on adjacent uses. Consider topographic and geologic constraints, and projected traffic generation rates.
- 7-P-19 Rebuild the interchange/overpass between Willow Pass Road, Range Road, North Parkside Drive, and the BNSF Railroad tracks for safe and efficient movement of auto and bicycle traffic.

- 7-P-20 *Encourage motorists to use State Route 4 for the peak-hour commute, rather than using arterial streets in Concord and other East County cities.*

Collectors and Local Streets

- 7-P-21 *Design local residential streets and implement traffic-control measures to keep traffic below 5,000 vehicles per day.*
- 7-P-22 *Avoid adding traffic roadways carrying volumes above the standards, and consider traffic control measures where perceived nuisance is severe.*
- 7-P-23 *Develop procedures and guidelines to mitigate neighborhood traffic impacts in areas where traffic speeds or volumes exceed posted speed limits or standards established above.*

Measures that may be considered include:

- Installation of way-finding signs on arterial routes that encourage motorists to use routes that do not pass through residential areas.
- Operational changes such as signalization, turn lanes and extended turning bays on arterial streets that encourage their use as inter-community connectors.
- Traffic calming measures such as curb extensions or gateway features at intersections on streets leading into residential areas to inform motorists that they are entering a neighborhood area.
- Community educational and awareness programs to promote selection of routes within the City that do not pass through residential areas.

Goods Movement

- 7-P-24 *Continue to designate appropriate truck routes, and discourage unnecessary through traffic in residential areas.*
- 7-P-25 *Complete the construction of the Creeds/Central Addition bypass route and require its use by trucks accessing the industrial land uses east of Downtown.*

7.3 TRANSIT AND PUBLIC TRANSPORTATION

Figure 7-3 depicts existing and proposed transit services within the City.

TRI-DELTA TRANSIT BUS SERVICE

Tri-Delta Transit serves Eastern Contra Costa County including the cities of Pittsburg, Antioch, Oakley, Brentwood, and the unincorporated areas of East County, including Bay Point. All buses have bicycle racks and are wheel chair lift equipped. Within Pittsburg, Tri-Delta Transit operates seven bus routes serving all areas of Pittsburg. The primary lines serving Pittsburg carry approximately 3,400 passengers per day.

Tri-Delta's future service plan includes expanding service near the Railroad Avenue junction with State Route 4 (the location of the proposed Railroad Avenue BART Station). Tri-Delta's short-range transit plan indicates improvements to transit service, including five additional buses to implement 7,100 more hours of service, and early morning service to the Pittsburg/Bay Point BART station.

COUNTY CONNECTION TRANSIT SERVICE

The County Connection transit service, operated by the Contra Costa County Transit Authority (CCTA), serves most Contra Costa County cities with limited service to East County areas. County Connection operates Line 930 through Pittsburg, which originates in Walnut Creek and travels on Ygnacio Valley

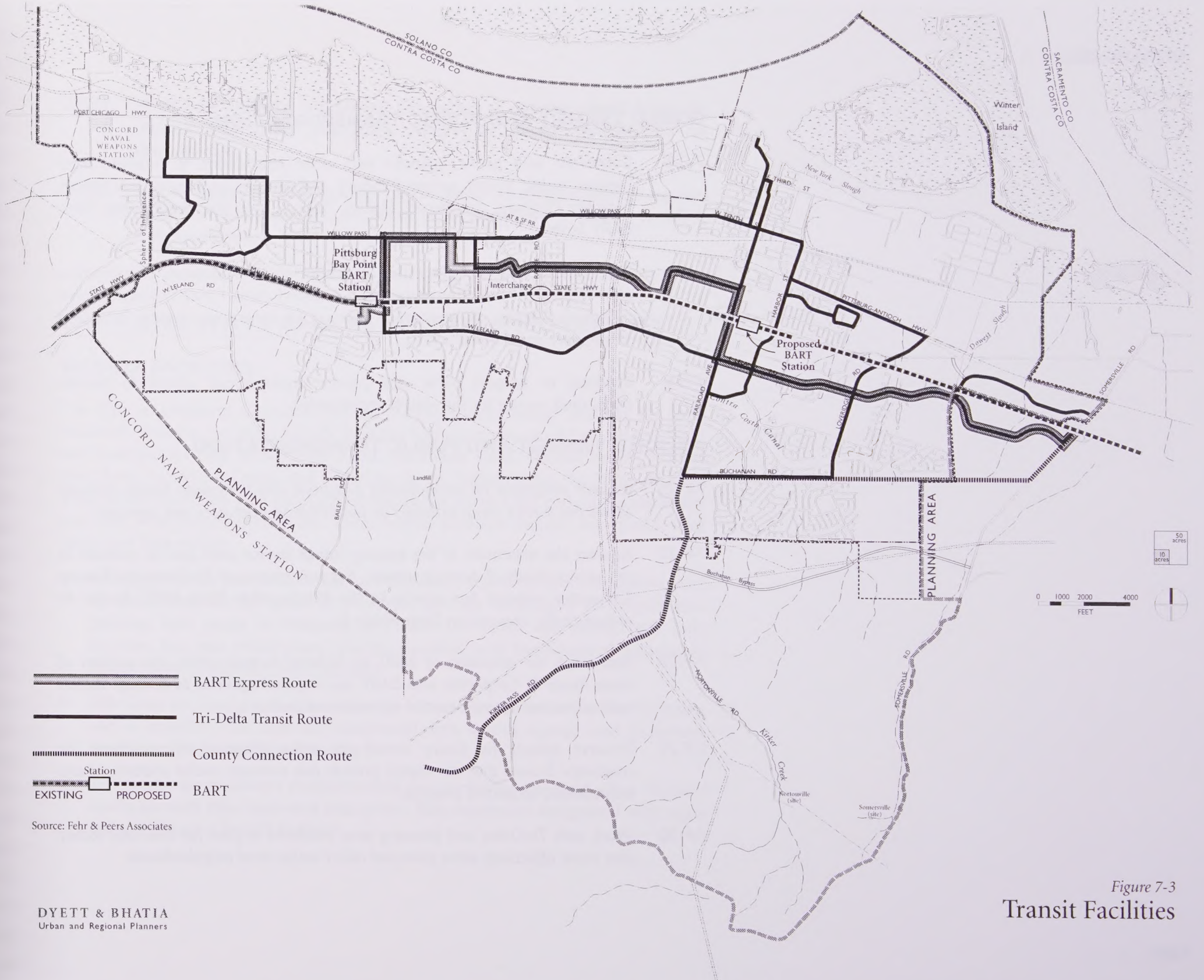


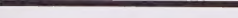
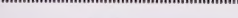
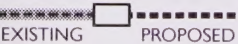
Road/Kirker Pass Road to Buchanan Road. Its terminus is at the Hillcrest Park & Ride Lot in Antioch. Route 930 serving Pittsburg has consistently fallen below CCCTA's productivity thresholds, resulting in service reductions in 1997. County Connection has no immediate plan to increase its service in the East County.

Bart Service

The Pittsburg/Bay Point BART Station is located at the southwest quadrant of the State Route 4/Bailey Road interchange. During weekdays, scheduled trains complete 75 round-trips between the Pittsburg/Bay Point BART Station and other Bay Area destinations. The Pittsburg/Bay Point line had an average weekday ridership of approximately 7,200 passengers in 1997, an increase of 23 percent since the station opened in 1996. BART projects ridership at this station is anticipated to grow 6 percent annually through the year 2005. BART also provides express bus service between the Pittsburg/Bay Point Station, Antioch and Brentwood (Routes PE and PE1).

BART's future service plan includes adding 30 new trains to its present 43 online trains and reducing headways to accommodate the increase in service. In addition, BART expects to provide an additional 350 parking spaces at the Pittsburg/Bay Point Station by the year 2005. BART's short-range transit plan (1997-2005) does not include extension of the line further east; this proposed extension is considered a long-range improvement.



-  BART Express Route
-  Tri-Delta Transit Route
-  County Connection Route
-  BART

Source: Fehr & Peers Associates

Figure 7-3
Transit Facilities

GOALS: TRANSIT AND PUBLIC TRANSPORTATION

- 7-G-8 *Cooperate with public agencies and other jurisdictions to promote local regional public transit serving Pittsburg and provide an express bus system between Pittsburg, Brentwood, Oakley, Antioch, and the Pittsburg/Bay Point BART Station.*

The City should encourage transit development, expansion, coordination and aggressive marketing throughout eastern Contra Costa County to serve a broader range of local and regional transportation needs including commuter and express service.

- 7-G-9 *Continue to support public and private organizations' efforts to provide paratransit service for the elderly and disabled.*

POLICIES: TRANSIT AND PUBLIC TRANSPORTATION

- 7-P-26 *Require mitigation for development proposals which increase transit demand above the service levels provided by public transit operators and agencies.*
- 7-P-27 *Support the expansion of the existing transit service area and an increase in the service levels of existing transit. Support increased Tri-Delta and County Connection express bus service to the Pittsburg/Bay Point BART Station to reduce traffic demand on State Route 4.*
- 7-P-28 *Encourage the extension of BART to Railroad Avenue within the median of State Route 4. Cooperate with BART and regional agencies to develop station area plans and transit-oriented development patterns.*
- 7-P-29 *Preserve options for future transit use when designing improvements for roadways. Ensure that developers provide bus turnouts and/or shelters, where appropriate, as part of projects.*
- 7-P-30 *Work with Tri-Delta and planning area residents to plan for local bus routes that more effectively serve potential riders within local neighborhoods.*

- 7-P-31 *Work with Tri-Delta and County Connection to schedule signal timing for arterials with heavy bus traffic, where air quality benefits can be demonstrated.*
- 7-P-32 *Support efforts by public agencies and/or private interests to promote regional heavy and light passenger rail transit as an alternative or adjunct to BART, with connections to BART and other multi-modal transit.*

7.4 BIKEWAYS AND PEDESTRIAN MOVEMENT

BICYCLE FACILITIES

The City of Pittsburg maintains limited bikeways and storage facilities for local residents. Existing on-street bicycle facilities include portions of East Leland Road and Railroad Avenue, Kirker Pass Road, Buchanan Road, Harbor Street, Willow Pass Road, Crestview Drive, and Loveridge Road. Additionally, the Delta de Anza Trail, which runs east-west throughout the length of the City, provides a multi-use trail that local bicyclists may use. Local bicycle facilities include bike paths, bike lanes, and bike routes:

- *Bike paths* are paved facilities that are physically separated from roadways used by motor vehicles by space or a barrier and are designated for bicycle use. Existing bike paths in Pittsburg are multi-use paths and permit not only bicycles, but also pedestrians, skaters, scooters, and handicapped persons in wheelchairs. (Caltrans Class I facility)
- *Bike lanes* are lanes on the outside edge of roadways reserved for the exclusive use of bicycles. Bike lanes are designated with special signage and pavement markings. (Caltrans Class II facility)
- *Bike routes* are roadways recommended for use by bicycles and often connect roadways with bike lanes and bike paths. Bike routes are designated with signs only. (Caltrans Class III facility)

The Contra Costa County Regional Transportation Planning Committee (RTPC) is currently reviewing an update of the Bicycle Action Plan, which designates on-street bike facilities (bike lanes and/or routes). Bicycle lanes are planned for all major streets, including West Leland Road, proposed San Marco Boulevard, Montezuma Street, and Century Boulevard. Table 7-5 and Figure 7-4 describe existing and planned future bike lanes in Pittsburg.

Table 7-5
Bicycle Facilities, Pittsburg Planning Area

<i>Street Name</i>	<i>From</i>	<i>To</i>	<i>Existing Class</i>	<i>Proposed Class</i>
Bailey Road	State Route 4	Willow Way	III	II
Bay Side Drive	River Park Drive	Marina Boulevard	II	
Black Diamond Street	West 10th Street	East 5th Street		III
Buchanan Road	Ventura Drive	East City Limits	III	II
Buchanan Road	Heights Avenue	Ventura Drive	II	
Buchanan Road	Railroad Avenue	Heights Avenue	III	II
California Avenue	Loveridge Road	Century Boulevard		II
CC Canal Trail	County/ Bay Point	Antioch City Limits		I
Century Boulevard	East Leland Road	CCC Wasteway		II
Crestview Drive	West Buchanan Road	Olympia Drive	II	
Crestview Drive	Olympia Drive	Frontage Road	III	II
Cumberland	East 10th Street	E. Third Street		III
Delta DeAnza Trail	County/ Bay Point	Antioch City Limits	I	
East 3rd. Street	Harbor Street	Marina Boulevard		II
East Leland Road	Railroad Avenue	Antioch City Limits	II	
Frontage Road	Los Medanos School	Crestview		II
Harbor Street	Buchanan Road	Stoneman Ave	III	
Harbor Street	CC Canal	School St	III	II
Harbor Street	School Street	Eighth Street		III
Herb White Way	W. 10th Street	Bayside Drive		II
Kirker Pass Road	Buchanan Road	South City Limits	III	

Table 7-5
Bicycle Facilities, Pittsburg Planning Area

<i>Street Name</i>	<i>From</i>	<i>To</i>	<i>Existing Class</i>	<i>Proposed Class</i>
Loveridge Road	Buchanan Road	Pittsburg Waterfront Road	II	
Marina Boulevard	Herb White Way	Pelican Loop	II	
North Parkside Drive	Range Road	Railroad Avenue		III
Pittsburg-Antioch Highway	Harbor Street	East City Limits		III
Polaris/Power Ave	Railroad Avenue	Range Road/Willow Pass Rd		II
Railroad Avenue	State Route 4	Eighth Street	III	
Range Road	West Leland Road	Willow Pass Road		II
San Marco Boulevard	State Route 4	South of W. Leland Rd. Ext.		II
SR4/Frontage	Crestview Drive	Railroad Avenue		I
Stoneman Avenue	Loveridge Road	Harbor Street	II	
UPRR ROW/8th street	Harbor Street	Willow Pass Road (County)		I
West Buchanan Road	Railroad Avenue	Castlewood Drive	II	
West Leland Road	Dover Way	Bailey Road	III	II
West Leland Road Extension	Bailey Road	Avila Road		II

Source: City of Pittsburg Community Development Department, 2001.



Source: Fehr & Peers Associates
DYETT & BHATIA
 Urban and Regional Planners

Figure 7-4
Bicycle Facilities

PEDESTRIAN FACILITIES

Pedestrian facilities include sidewalks, paths, pedestrian bridges, crosswalks, and crossing signals. Most streets in Pittsburgh have sidewalks on both sides with signals and crosswalks at signalized intersections to accommodate pedestrian circulation.

The grid street pattern in Downtown, coupled with appropriate pedestrian facilities and linkages to waterfront paths, enable a walkable urban core. However, some older streets in the City contain sporadic pedestrian facilities. Pedestrian facility improvements will improve safety for pedestrians and also encourage the use of alternative modes of transportation.

GOALS: BIKEWAYS AND PEDESTRIAN MOVEMENT

7-G-10 *Study the feasibility of a comprehensive network of on- and off-road bike routes to encourage the use of bikes for commute, recreational and other trips.*

A continuous network of safe and convenient bikeways has the potential to connect neighborhoods with major activity centers, parks, schools, employment centers, civic uses, the waterfront, and the County bicycle system.

7-G-11 *Coordinate with neighboring communities and regional agencies to establish a continuous regional system of bicycle and pedestrian facilities.*

7-G-12 *Seek assistance from major employers and developers in implementing programs to encourage use of bikes for commute purposes.*

7-G-13 *Continue to support programs to improve the mobility of the elderly and handicapped, and ensure that new development is accessible to those with physical impairments, as required by State law.*

7-G-14 *Develop urban design and streetscape standards and guidelines to improve pedestrian environments and accessibility in new development projects and in Downtown.*



- 7-G-15 *Encourage walking as a regular means of transportation for people who live within a half-mile walk of school, work, or routine shopping destinations.*
- 7-G-16 *Ensure that current bicycle-friendly roadways, featuring wide shoulders or marked bicycle lanes, are not redesigned to improve traffic LOS, unless all other alternative roadways possible to alleviate congestion are exhausted.*

POLICIES: BIKEWAYS AND PEDESTRIAN MOVEMENT

Bicycle and Pedestrian Access

- 7-P-33 *Require mitigation for development proposals which result in potential conflicts, or fail to provide adequate access, for pedestrians and bicycles.*
- 7-P-34 *As part of development approval, ensure that safe and contiguous routes for pedestrians and bicyclists are provided within new development projects.*
- 7-P-35 *Work with school districts, school administrators and parents of elementary school students to develop a “suggested routes to school” program for students who bicycle and walk.*
- 7-P-36 *Ensure continued compliance with Title 24 of the Uniform Building Code, requiring removal of all barriers to disabled persons on arterial and collector streets.*
- 7-P-37 *Designate a Bicycle and Pedestrian Program Coordinator for the City of Pittsburgh.*

Pedestrian Facilities

- 7-P-38 *Develop a series of continuous pedestrian systems within Downtown and residential neighborhoods, connecting major activity centers and trails with City and County open space areas.*

Sidewalks should be creatively designed to invite safe use by pedestrians, and be free of obstacles, such as newspaper racks, bus benches, utility poles, fire hydrants, and the like.

- 7-P-39 *Ensure that residential and commercial developments provide pedestrian pathways between lots for direct routes to commercial centers, schools, and transit facilities.*
- 7-P-40 *Ensure provision of sufficiently wide sidewalks and pedestrian paths in all new residential development.*
- 7-P-41 *Ensure the provision of multi-use trails or trailheads within new hillside developments, preferably connecting to the regional trail network.*
- 7-P-42 *Improve pedestrian crossing safety at heavily used intersections by installing crossing controls that provide adequate time for pedestrians to cross the street.*

Bicycle Lanes, Paths and Facilities

- 7-P-43 *Provide adequate roadway width dedications for bicycle lanes, paths, and routes as designated in Figure 7-4.*
- 7-P-44 *Coordinate with Contra Costa County to develop a city-wide Bicycle Master Plan by year 2005. Cooperate with the Contra Costa County RTPC in implementing construction of bicycle facilities within the Bicycle Action Plan.*
- 7-P-45 *During review of development projects, encourage secure bicycle facilities and other alternative transportation facilities at employment sites, public facilities, and multi-family residential complexes.*
- 7-P-46 *Construction or expansion of roadways and intersections within the City shall not result in the severance of an existing bicycle route, unless an alternative exists or is provided.*

- 7-P-47 *Develop a multi-use bicycle path (approx. 2.5 miles) along the abandoned railroad tracks north of Willow Pass Road, providing linkage between Downtown and the Stake Point/Marina area.*
- 7-P-48 *Ensure that construction of bulb-outs and curb extensions at intersections for pedestrian safety does not endanger bicyclists by forcing them into traffic lanes.*
- 7-P-49 *Pursue construction of a bicycle path connecting Railroad Avenue to North Parkside Drive through City Park. Include appropriate signage and storage facilities.*
- 7-P-50 *Improve signage, notifying vehicles of bicyclists at dangerous intersections and underpasses, such as the Railroad Avenue/Highway 4 interchange and the Willow Pass Road/Range Road/North Parkside Drive interchange.*
- 7-P-51 *Consider redesigning the Railroad Avenue linear park to accommodate bicycles. Ensure that future greenways throughout the City contain multi-use paths.*

7.5 TRANSPORTATION DEMAND MANAGEMENT

Transportation Demand Management (TDM) programs are intended to reduce the amount of peak period (rush hour) traffic on City roadways and highways. Employees are encouraged to reduce their use of the single-occupant automobile as the primary mode of transportation to the workplace, and to travel during non-peak times. In order to fulfill the requirements of the CMP and the growth management requirements of Measure C, all jurisdictions within Contra Cost County must adopt a TDM Ordinance.

Many major employers in East County have TDM programs, although the requirements for these programs have been overturned in the state legislature¹. Employers should be encouraged to have TDM programs and new employment centers should be designed to incorporate on-site showers, bicycle storage facilities, and transit shelters where appropriate.

The City should consider developing a program of bicycle circulation improvements, including bike paths, bike lanes, and bike routes. Opportunities to connect private development to bicycle facilities should be included in future planning studies. Adding bicycle lanes to roadway widening projects and bicycle detection loops with new signal installations should be considered as part of the City's Capital Improvement Program.

Typical components of TDM programs include:

- A carpool/vanpool match program
- Preferential parking for carpools and vanpools
- Secure bicycle storage facilities
- On-site shower facilities
- Flex-time or staggered work hours that begin and/or end outside the peak commute hours
- On-site shuttle bus service to transit stations
- A commitment to future shuttle bus service to BART stations

¹ Bay Area Air Quality Management District's Regulation 13, Rule 1, requiring employers with over 100 employees to decrease the average vehicle ridership was overturned.

GOALS: TRANSPORTATION DEMAND MANAGEMENT

- 7-G-17 Encourage major employers to develop and implement transportation demand management (TDM) programs to reduce peak-period trip generation.*

POLICIES: TRANSPORTATION DEMAND MANAGEMENT

- 7-P-52 Encourage major employers (for example: USS-POSCO, DOW Chemical, City of Pittsburgh) to adopt TDM programs that would reduce peak-period trip generation by 15 percent or more.*

- 7-P-53 Favor TDM programs that limit vehicle use over those that extend the commute hour.*

Programs such as ridesharing and public transit reduce overall vehicle travel while flex-time and staggered work hours simply shift traffic to less congested times of day.

- 7-P-54 During review of development plans, encourage major employers to establish designated carpool parking areas and secure bicycle facilities in preferable on-site locations (for example, under parking shelters or closest to main entryways).*

- 7-P-55 Allow the reduction of transportation impact fees on new non-residential development commensurate with provision of TDM measures.*

Project proponents taking advantage of reductions must agree to adopt and implement specified TDM measures as a condition of project approval.

8 OPEN SPACE, YOUTH AND RECREATION

This element outlines the City's policy approach to developing parks, open spaces, and trails, in addition to supporting recreational, cultural, and educational programs and facilities.

The City's park system provides a variety of community and neighborhood parks and facilities for local residents. The majority of the open space acreage within the Planning Area (4,590 acres) consists of three large passive recreational areas—Black Diamond Mines Regional Preserve, Browns Island Regional Shoreline, and Stoneman Park. Local and regional trails traversing the City provide connections to and from local neighborhoods, commercial districts, and parks. In addition, the City provides limited access to the Suisun Bay shoreline.

Expansion of recreational/educational programs for local youth, and provision of additional recreational/cultural facilities is projected within buildout of this General Plan. Other public facilities, including water and sewer, solid waste, and fire protection, are discussed in Chapter 11: Public Facilities.



8.1 OPEN SPACE CLASSIFICATION SYSTEM

A well-planned open space system includes a variety of sizes and types, from neighborhood parks to regional open spaces. These park, recreation, and open space areas serve different purposes and usually offer facilities corresponding to their purposes. They can meet active and passive recreational needs, or facilitate resource conservation. The City's park and open space system currently includes the following types of facilities (see Figure 8-1):

Parks and Recreation

- *Regional Trails.* Regional trails provide opportunities for hiking, biking, and jogging along open space corridors throughout the region. The Delta De Anza Trail runs approximately 4.8 miles along the East Bay Municipal Utility District (EBMUD) right-of-way through Pittsburg.
- *Community Parks.* Community parks are developed primarily to meet the recreational needs of a large portion of the City. Community parks range in size from 2 to 300 acres according to purpose, and often feature one-of-a-kind community facilities or natural resources. For example, Riverview Park offers paths and amenities along the Delta waterfront, while Small World Park features small replicas of a fort, mission, railroad ride, lagoon, riverboat, and a full-scale carousel. Community parks, such as Buchanan Park, may also contain a greater variety of recreational facilities, such as swimming pools, community centers, public rest rooms, bocce ball and horseshoe areas, trails, athletic fields, and pond fishing.
- *Neighborhood Parks.* Neighborhood parks primarily serve a small portion of the City, usually within one-half mile radius of the park. These parks are generally oriented toward the recreational needs of children and youth. For example, Marina Park provides playground equipment, as well as softball, baseball, and soccer fields.
- *Linear Parks.* Often located along natural or man-made corridors such as rivers or rail lines, linear parks provide landscaped paths for walking and biking. Ideally, linear parks create linkages between other parks, community facilities,

and neighborhoods. The City is currently developing a linear park along the Eighth Street portion of the former Sacramento Northern Railroad right-of-way.

- *Mini-Parks.* Mini-parks are usually small play areas or green spaces designed for small children or for visual purposes. When designed for special groups, mini-parks should be located near those populations, such as family housing areas or senior centers. There are currently five mini-parks in Pittsburg, as well as the Heritage Plaza corridor system in Downtown.

Open Space

- *Regional Preserves.* The primary purpose of Regional Preserve areas is the conservation of natural resources. Browns Island Regional Shoreline, which is accessible only by boat, is a refuge for migrating shorebirds. The Black Diamond Regional Preserve, located south of Pittsburg in Contra Costa County, offers tours of abandoned coal mining tunnels and many miles of hiking trails. Both preserves under the jurisdiction of the East Bay Regional Park District (EBRPD) are within Pittsburg's Planning Area.
- *Open Space.* Open space, as designated by the General Plan, consists of privately-owned, undeveloped land. Steep, unstable hillside areas in new residential developments are considered open space areas, as well as large tracts of open land beyond the proposed limits of urban growth. Most open space areas consist of natural grassy slopes, cattle grazing, and/or wildlife habitat.



Figure 8-1
Parks and Open Space

8.2 PARKS

Pittsburg's Public Services Department manages the maintenance of the City's park facilities, while the Leisure Services Department manages the operation of the parks. The Community Development Department is responsible for acquisition and development of park facilities. Pittsburg has approximately 312 acres of parkland within the City's local park system, ranging in size from quarter-acre mini parks to the 190-acre Stoneman Park. Pittsburg's park facilities are described in Table 8-1.

All of the City's neighborhood parks are located near collector streets in residential neighborhoods, while community parks lie along arterial roadways to serve the larger City population. Central Harbor Park is located along the waterfront adjacent to Downtown, providing public access to this tremendous aquatic resource. City Park is a valuable community park that lies between the Civic Center and Downtown Pittsburg, featuring several baseball diamonds, volleyball courts, and a large group picnic area with bandstand. Stoneman Park consists primarily of picnic facilities and passive recreational facilities, including hiking trails along grassy canyons, directly adjacent to Pittsburg's Delta View Golf Course.

The pace of parkland acquisition in Pittsburg has decreased in the last decade. Although the City's park standard remains at five acres per 1,000 residents, only 2.9 acres of additional parkland per 1,000 new residents has been achieved since 1988. However, currently proposed park sites will provide the City with additional neighborhood parks intended to serve the residential population. The addition of the proposed park sites listed in Table 8-2 will increase the City's parkland to approximately 429 acres. Consideration of the City's linear park facilities (8th Street, Sante Fe, and Columbia) brings the City's parkland total to 442 acres, resulting in a total of 5.3 acres of parks per 1,000 residents in 2020 (assuming a buildout population of 83,600).



Table 8-1
Park Facilities, City of Pittsburgh, 2000

<i>Park Name</i>	<i>Acres</i>	<i>Picnic/Passive</i>	<i>Play Areas</i>	<i>Sports Facilities</i>
Community Parks				
Buchanan	16.0	●	●	●
Central Harbor	1.5	●		
City Park	28.0	●	●	●
Del Monte Center	2.5			●
Marina Center	2.7			●
Riverview	4.0	●	●	
Small World	8.0	●	●	
Stoneman	190	●		
Stoneman North	8.0	●	●	●
Community Parks Subtotal	261			
Neighborhood Parks				
California Seasons	2.5	●	●	●
Central ¹	8.0	Under construction		●
DeAnza	3.5	●	●	●
Highlands	4.5	●	●	●
Hillsdale	3.5	●	●	●
Marina	15.0	●	●	●
Marina Walk	1.7	●	●	
Oak Hills	5.0	●	●	●
Peppertree	2.5	Undeveloped		
Village at New York Landing	1.5	●		
Woodland Hills	2.4	●	●	●
Neighborhood Parks Subtotal	50			

Table 8-1 (continued)
Park Facilities, City of Pittsburgh, 2000

Park Name	Acres	Picnic/Passive	Play Areas	Sports Facilities
Mini Parks				
Downtown/Railroad Ave.	0.25	●		
La Plazita ¹	0.25	Undeveloped		
Ninth and Montezuma	0.25	Undeveloped		
Village (2 x 0.25 acres)	0.5	●		
Heritage Plaza	0.1	●		
Mini Park Subtotal	1.3			
Total Local Parks Acreage	312			

¹ Leased to the City of Pittsburgh.

Source: City of Pittsburgh, Leisure Services Dept.

PARK DEDICATION AND IMPROVEMENTS

The City currently maintains a neighborhood and community park standard of five acres per 1,000 residents, the maximum permitted under the Quimby Act, which also forms the basis of the City's dedication and park fee requirements. Virtually all parkland over the last 10 years has been acquired through dedication and not through active acquisition. While this process has allowed the City to acquire developed parkland, in many instances the parks dedicated by residential developers are introverted, not highly visible, or inaccessible. Dedication has been useful in ensuring provision of pockets of open space as part of planned developments; however, some of these private open spaces do not include adequate park amenities.

The two street lighting and landscaping maintenance districts in the City help to ensure that City parks are improved and maintained as needed, by assessing a voter-approved \$77.18 per unit. Revenues from the maintenance districts are very limited and other sources have been, and will continue to be, necessary for further park improvements.

Table 8-2
Proposed Parks, City of Pittsburgh

Proposed Parks	Acres
San Marco community park	17.0
San Marco school/park site	5.0
Americana neighborhood park	1.0
Highlands Ranch neighborhood park	5.0
West Tenth Street neighborhood park	4.8
Buchanan park expansion	3.8
Kirker Pass neighborhood park	4.3
Bailey Road neighborhood park	5.0
San Marco Meadows neighborhood park	10.0
Buchanan Bypass neighborhood park	10.0
Power corridor community park	51.0
Total Proposed Park Sites	117

Source: City of Pittsburgh, General Plan Land Use Diagram

SUMMARY OF PARK DEVELOPMENT STANDARDS

Table 8-3
Park Development Standards, City of Pittsburgh

<i>Neighborhood and Community Parks</i>
— 5 acres of community and neighborhood parkland per 1,000 residents — Within reasonable walking distance of all residential development — Minimum 2 acres in size in new residential developments (target of 5 acres)

GOALS: PARKS

- 8-G-1 *Develop a high-quality public park system for Pittsburgh that provides varied recreational opportunities accessible to all City residents.*
- 8-G-2 *Provide parks that reflect the diversity of Pittsburgh's natural setting, including creeks and waterways, tree stands, rock outcroppings, and topography.*

POLICIES: PARKS

Standards and Accessibility

- 8-P-1 *Maintain a neighborhood and community park standard of 5 acres of public parkland per 1,000 residents.*
- 8-P-2 *Pursue the development of park and recreation facilities within reasonable walking distance of all homes.*
- 8-P-3 *Develop public parks and recreational facilities that are equitably distributed throughout the urbanized area, and provide neighborhood recreation facilities in existing neighborhoods where such facilities are presently lacking.*
- 8-P-4 *Consider park accessibility, use and character as more valuable than size in the acquisition and development of new parks.*

The City's current park classification system (see above) is based more on the use and character of park facilities than their size. For example, many community parks that fulfill important community needs, such as shoreline access, are smaller than those proposed by national and regional recreation agencies.

- 8-P-5 *Maintain park and recreation facility standards for new development to serve both residents and employees, attainable through dedication of parkland or payment of in-lieu fees.*

The demand by new residential development for parks and open space facilities is a well-known calculation among Californian cities, but the additional demands on park facilities by employees of local businesses (for example, eating lunch in a park or jogging along the waterfront after work) who are not residents must also be considered.

8-P-6 *Revise the City's Park Dedication Ordinance to define useable area for parkland dedication requirements. Proposed park sites should be:*

- *Designed such that 80 percent of the site has slopes of less than 3 percent that are suitable for active recreational play;*
- *Sized according to the City's park standard of 5 acres per 1,000 residents (for example, a 200-unit subdivision would yield about 600 residents, and a dedication requirement of 3 acres);*
- *Available for year-round use, so that detention basins are not designated as parkland or shared park facilities; and*
- *A minimum of 2 contiguous acres in new residential neighborhoods.*

8-P-7 *Encourage the development or provision of facilities that cater to diverse recreational interests.*

These facilities could provide hard-surface courts in-lieu of turf areas, which include but are not limited to activities such as tennis, skateboarding, hand/racquetball, bocce ball, basketball, volleyball, badminton, and roller hockey. These may be provided within existing parks or constructed as specific-use facilities.

Design and Natural Resources

8-P-8 *Preserve areas of riparian and other wildlife habitat, oak woodland, and other significant biotic resources within parks. Design park improvements to be compatible with the preservation of such resource areas.*



Any improvements, including paving or installation of recreation equipment, made in parks should be located and constructed in such a way as to ensure the long-term preservation of natural resource areas.

- 8-P-9** *Design the layout of new park facilities in accordance with the natural features of the land. Where possible, preserve such natural features as creeks and drainage ponds, rock outcroppings, and significant topographic features.*

The preservation of natural features in open space areas (even active recreational facilities) reflects the setting in which the City has developed and provides variety to the urban landscape.

- 8-P-10** *Comprehensively update the City's Parks Recreation and Open Space Master Plan to implement General Plan policies and facilitate detailed planning for parks, trail systems and special recreational facilities. Ensure that this update includes planning for the development of active recreational uses at Stoneman Park.*

The City's Parks Recreation and Open Space Master Plan is intended to bridge the gap between the policies set forth in this General Plan and the actual detailed planning and development of park and recreation facilities.

Dedications and Maintenance

- 8-P-11** *Encourage dedication of fully developed parks rather than in-lieu fees. When in-lieu fees are collected, ensure that they are spent acquiring and developing new park sites or enhancing existing park facilities.*

Due to significant increases in land values over time, the City's purchasing power can be diminished as time lapses between the collection of in-lieu fees and the actual acquisition of parkland. Dedication of usable parkland prevents the potential depreciation of park fees while the City searches for appropriate and affordable parkland.

- 8-P-12** *Ensure that all parks acquired through dedication are at least 2 acres in size within new residential developments (target 5 acres). Accept smaller visual*

open space areas in new commercial and industrial development for parkland dedications.

Several of the newer mini-parks contained within residential developments lack necessary park amenities, such as benches. The provision of visual open space as parkland dedication in commercial developments is reasonable. However, residential developments must provide more usable open space areas.

- 8-P-13 Limit parkland dedications to flat, usable parcels within new residential neighborhoods (see Policy 8-P-6 above). Ensure that such park sites provide open, grassy areas for informal recreational play (such as football or soccer).*
- 8-P-14 Develop a maintenance-funding plan for all City parks. Consider participation in parkland maintenance districts as a condition of development approval for new residential subdivisions.*

Maintenance of existing and new parks is essential in the on-going use of developed parkland. A citywide plan for funding the maintenance and improvement of all City parks will ensure that the citizens of Pittsburg derive the full benefits of City parkland. Requiring new residential development to secure funding sources for the maintenance of new parks will allow the City to continue developing and maintaining recreational facilities on a limited budget.

- 8-P-15 Work with PG&E to obtain ownership of lands within the transmission corridor, south of State Route 4 (as designated on Figure 2-2), for development of a community park.*



8.3 TRAILS AND OPEN SPACE

Regional open spaces within the Planning Area include Browns Island Regional Shoreline and Black Diamond Mines Regional Preserve, both owned by EBRPD. Browns Island Regional Shoreline is a tidal marshland area directly across New York Slough from the City's Downtown. The island preserve provides habitat for a variety of the region's waterfowl and wetlands animals. Black Diamond Mines Regional Preserve was a profitable source of coal for many miners during the mid to late 1800s. Riddled with underground mining tunnels, the hills on Pittsburg's southern border now provide valuable wildlife habitat and recreational open space acreage. Table 8-4 gives open space acreages for both of Pittsburg's regional preserves.

Several trails within the Planning Area provide access to regional open spaces, as well as connections to various neighborhoods within the City, as described in Table 8-4. The Delta De Anza Trail runs east-west through the Planning Area for nearly 4.8 miles along the Mokelumne Aqueduct, an East Bay Municipal Utility District (EBMUD) right-of-way. Approximately 78 acres of the Delta De Anza Trail lie within the city limits, connecting single-family residential neighborhoods throughout the southern portion of the City. The Harbor Street trailhead is a small park offering access to the Delta De Anza Trail, with park amenities such as picnic benches and a parking lot. The Stoneman Park trailhead offers similar access to a trail through the canyons of Stoneman Park. The Eighth Street Linear Park, currently being developed, provides a linear greenway through the City's older neighborhoods in and near Downtown, and will connect to other multi-use trails along the waterfront.

Vacant, rolling hills in the southern portion of the Planning Area are used intermittently for livestock grazing. The preservation of local hillsides as open space areas is important for several reasons: marginal agricultural value resulting from grazing activities; undisturbed grasslands habitat; preservation of ridgeline views from developed areas within the City; and quality-of-life value due to open space acreage accessible to local residents.

Proposed trails and open space within the Planning Area include the Contra Costa Canal, Kirker Creek riparian corridor, and PG&E power line right-of-way. Although these proposed trail easements are currently owned by local property-owners or utility companies, the City may actively pursue use of the rights-of-way for recreational activities.

GOALS: TRAILS AND OPEN SPACE

- 8-G-3** *Promote a local trail and linear park system to provide access to regional open space areas, as well as connections between neighborhoods.*
- 8-G-4** *Support and promote the active use of regional open space areas, such as Black Diamond Mines Regional Preserve, by local residents.*

POLICIES: TRAILS AND OPEN SPACE

- 8-P-16** *Work with East Bay Regional Parks District (EBRPD) to explore the possibility of developing passive recreation uses and educational programs on Browns Island, such as boating excursions to view waterfowl nesting areas.*

Because it consists almost entirely of marshlands and channels, Browns Island could provide the City with a remarkable resource for wetlands education programs. Informational kiosks may be developed along the City's waterfront to inform visitors of wildlife species and educational programs associated with the island.

- 8-P-17** *Cooperate with regional agencies to develop a "Bay to Black Diamond" trail through the City, providing a diversity of passive recreational opportunities and unique vistas.*

The passive recreational uses currently available at Black Diamond Mines include miles of hiking, biking and jogging trails. The City should promote the extension of these trails north through the City, connecting local park facilities with the Suisun Bay waterfront and Black Diamond Mines Regional Preserve.

Table 8-4
Trails & Open Space: Pittsburg Planning Area, 2000

<i>Trails / Trailheads</i>	<i>Miles Long</i>	<i>Total Acres</i>
Delta De Anza Trail	4.8	78
Harbor Street trailhead	n/a	1.0
Stoneman Park trailhead	n/a	0.5
Oak Hills trailheads (2 x 0.5 acres)	n/a	1.0
8 th Street Linear Park*	0.8	4.4
Santa Fe Linear Park*	0.4	3.1
Columbia Linear Park*	0.3	4.8
<i>Trails Subtotal</i>		93
<i>Open Space</i>		
Black Diamond Regional Preserve		3,700
Browns Island Regional Shoreline		700
<i>Open Space Subtotal</i>		4,400
Total Trails & Open Space Acreage		4,493

* Currently (year 2000) under construction.

Source: City of Pittsburg, Leisure Services Dept

8-P-18 Cooperate with East Bay Municipal Utility District (EBMUD) to ensure continued public access to the Delta De Anza Trail, along the Mokelumne Aqueduct right-of-way.

8-P-19 Pursue the development and extension of local and regional trails throughout the Planning Area by utilizing available public utility rights-of-ways including:

- *Kirker Creek.* The Kirker Creek easement could be developed as a creekside trail, connecting other trails and open spaces throughout the City with the hiking trails in the Black Diamond Mines Regional Preserve.
- *Contra Costa Canal.* The Contra Costa Canal provides a meandering right-of-way throughout the southern portion of Pittsburg. A trail along this right-of-way could link several neighborhoods with the Railroad Avenue commercial corridor.
- *PG&E Utility ROW.* PG&E holds a right-of-way for the power/utility lines that run north-south from the southern hills to the power plant on the waterfront, an ideal corridor for public access.

These rights-of-way are all considered privately owned open space, but may have development potential for recreational trails. Where possible, use trails and linear parks to connect other parks and recreational facilities within the Planning Area.

8-P-20 Encourage new residential development in hillside areas to develop public trails and/or trailheads providing connections to other regional and local open spaces.

Hillside residential subdivisions are developed using clustering techniques to avoid steep, unstable slopes. Recreational trails, however, can be provided through the open space pockets to provide residents with access to the larger trails network within the Pittsburg Planning Area.

8-P-21 *Preserve land under Williamson Act contract in agriculture, consistent with State law, until urban services are available and expansion of development would occur in an orderly and contiguous fashion.*

8.4 WATERFRONT ACCESS

Parks and recreation areas along the City's waterfront can take advantage of one of Pittsburg's most identifiable resources, the Delta shoreline. Historically, Pittsburg's waterfront was used for docking, fishing and canning, and shipping of coal. Black Diamond Mines was the first source of fossil fuel discovered in California, and railways bisected the Planning Area to transport coal and cargo to Suisun Bay. Later, steel, chemical production, and other heavy industries developed along the eastern shore, while Concord Naval Weapons Station spread out to the west.

Currently, the small portion of waterfront adjacent to Downtown consists of small-craft marinas. However, both physical and visual public access to and along the shoreline is lacking. Although nearly three miles of shoreline lie within the city limits, only two small recreational areas—Central Harbor Park and Riverview Park—provide public access to the waterfront. Along the City's shoreline east of Downtown, heavy industrial uses on privately-owned land continue to dominate. Public access, in the form of shoreline trails or smaller park access points, would maximize the City's use of this limited natural resource. Waterfront development standards may require wider setbacks from both residential and industrial development projects to provide the City with desired waterfront access.

Views from the public spaces, including Downtown and street rights-of-way, to the Delta shoreline are also limited. Waterfront development standards should also ensure that new development projects are designed to provide maximum views of the shoreline. Increasing the shoreline's presence within Pittsburg can provide local residents with an improved sense of community identity.

GOALS: WATERFRONT ACCESS

- 8-G-5 *Maximize public access to and recreational facilities along the City's waterfront areas.*
- 8-G-6 *Improve linkages between the waterfront, Downtown core, and other recreational open spaces within the City.*
- 8-G-7 *Promote improved views of the shoreline from public parks and rights-of-way.*

POLICIES: WATERFRONT ACCESS

- 8-P-22 *Develop standards for all new waterfront development that ensure adequate setbacks from the mean high tide line. Encourage, where possible, provision of public access to the shoreline.*

A waterfront development setback will ensure that new development along the water provides adequate space for a shoreline trail allowing residents access to the Suisun Bay.

- 8-P-23 *During review of development plans, pursue preservation of lands where streets terminate at the waterfront. Such lands should be improved as public open space, ensuring that undisturbed views of Suisun Bay and New York Slough are preserved.*

The development of lands at street terminuses for waterfront parks will provide City residents with views of and identifiable public access to the Delta shoreline.

- 8-P-24 *Emphasize the importance of public views of the shoreline (from public spaces and rights-of-way) when reviewing new development projects along the water.*

Work with developers to ensure that new development along the waterfront, particularly adjacent to Downtown, provides both site tenants and the larger public with views of the Delta shoreline. Inform developers of this City policy early in the development review process to ensure quality design of new projects.

8-P-25 *Explore all potential improvements to fully integrate the City's shoreline into the urban fabric, including:*

- *Waterfront Parks.* Pursue and develop small pockets of open space which provide physical and visual access to the waterfront.
- *Waterfront Trail/Bikeway.* A linear park along the shoreline, featuring a path for both walking and biking, would encourage more vibrant activity along the waterfront.
- *Landscaping.* Plant low-growing and flowering greenery near waterfront access points to extend streetscaping to the shoreline.
- *Linear Trail Connections.* The City's current linear trail network within Downtown and adjacent residential neighborhoods could be extended to provide convenient access to waterfront parks and activities.

Increased shoreline access, improved landscaping and amenities in accessible areas, as well as linkages to nearby neighborhoods and Downtown, would draw more residents and visitors to Pittsburg's Downtown area. Any linear park connection made to provide access to the shoreline will improve residents' sense of identity with the waterfront.

8.5 RECREATIONAL AND CULTURAL PROGRAMS

Pittsburg's Leisure Services Department administers and operates youth and adult sports, aquatics, art classes, excursions, and other recreational programming for the community. Because of Pittsburg's ethnic and socio-economic diversity, the City must provide a wide variety of recreational and education programs at low costs. Fortunately, Pittsburg maintains a variety of recreational facilities, including community centers, a swimming pool, baseball diamonds and basketball courts, a golf course, nature trails, and a community theatre.



Nearly one-third of Pittsburg's population is age 17 or younger. A high proportion of youths, who are free from classes in mid-afternoon, creates a definite need for recreational and cultural programs within the City. The development of teen facilities and programs is important to the well-being of local youth; examples of successful City facilities and programs include the proposed Skateboard Park and the Pittsburg Summer Youth Corp, a community service program that rewards volunteers with field trips and camping excursions.

Additionally, as Pittsburg's population ages, there is likely to be a greater demand for senior services and activities. The development of a Senior Center would provide local seniors with a space in which to continue and expand exercise classes, music lessons, health and diet programs, and social events.

There are many private cultural programs and groups within Pittsburg that need significant cultural facilities in which to meet and perform. However, local community centers are aging and library collections are becoming antiquated. High priority should be placed on the development of such facilities, potentially in cooperation with Los Medanos Community College, which features an expansive library and performing arts center. The City's Leisure Services Department also works closely with the Pittsburg Chamber of Commerce to bring several special events and festivals to local residents every year, including the Renaissance Festival in August, Black Diamond Blues Festival in May, and Pacific Island Festival in October. Small World Park—a fantasy playground featuring small replicas of a fort, mission, railroad ride, lagoon and riverboat—is often an attraction for Children's Days.

GOALS: RECREATIONAL AND CULTURAL PROGRAMS

- 8-G-8** *Provide a diversity of recreational and cultural opportunities, including facilities and programs targeted toward local youth and senior residents.*
- 8-G-9** *Promote the arts as an integral component of Pittsburg's quality of life, economic vitality, and efforts to build a safe and healthy community.*

POLICIES: RECREATIONAL AND CULTURAL PROGRAMS

- 8-P-26 *Locate community facilities in and adjacent to public parks, where possible. Encourage community organizations to utilize these and other park facilities for recreational and cultural activities.*
- 8-P-27 *Pursue the development of recreational facilities and programs specifically geared toward youth and teens, including:*
- *Teen Center.* A teen center would provide a safe environment for local youth to meet and interact, or to participate in after-school, athletic, or cultural activities.
 - *Gymnasium.* A large gymnasium would provide the City with more opportunity to get youth involved in local sports leagues and after-school drop-in games, such as basketball.
 - *Skateboard Park.* Construction of a skateboard park would provide challenging topography in a controlled environment for local skateboarders. The City is currently working on the development of such a facility.
- 8-P-28 *Enable private and non-profit programs to use City recreational facilities, as needed.*
- 8-P-29 *Pursue the development of a Senior Center, featuring cultural and recreational programs, classes and special events geared toward the community's seniors.*
- The location and development of a Senior Center, where older residents can meet for recreation programs and classes, will be an important consideration in Pittsburg's future.
- 8-P-30 *Improve public cultural facilities, including community centers, theatres, and libraries. Cooperate with Los Medanos Community College to provide City residents with access to local cultural facilities.*

- 8-P-31 *Participate in partnership and collaborative efforts with local art groups and service organizations to strengthen local, regional, and State art advocacy efforts.*
- 8-P-32 *Provide incentives to encourage investments in public art on historic properties.*
- 8-P-33 *Explore and develop new funding options for maintenance of public art, in partnership with private developers.*
- 8-P-34 *Encourage collaboration among artists, art organizations, and other community partners, including businesses, educational institutions, and individuals, for acquisition and maintenance of public art.*
- 8-P-35 *Utilize art and cultural programs as a revitalizing force for renewal of the Downtown.*
- 8-P-36 *Work in partnership with artists, art organizations, and educational institutions to educate youth in the arts.*
- 8-P-37 *Support the preservation, maintenance, and development of community cultural facilities that provide gathering places for cultural exploration, expression, and inspiration.*

8.6 EDUCATIONAL FACILITIES

Educational facilities within Pittsburg include elementary and secondary schools, a community college, and a public library. All of the public schools in Pittsburg are within either Pittsburg Unified School District or Mount Diablo Unified School District (MDUSD). However, a few residential blocks in the southeast portion of the City are located within the Antioch School District boundaries. Public school district boundaries and facilities are identified in Figure 8-2.

In addition to elementary and secondary schools, two continuation schools, two private parochial schools (Saint Peter Martyr Parochial School and Christian Center School), and Los Medanos Community College operate within the Planning Area. Table 8-5, lists enrollment and capacity figures for all school facilities within Pittsburg.

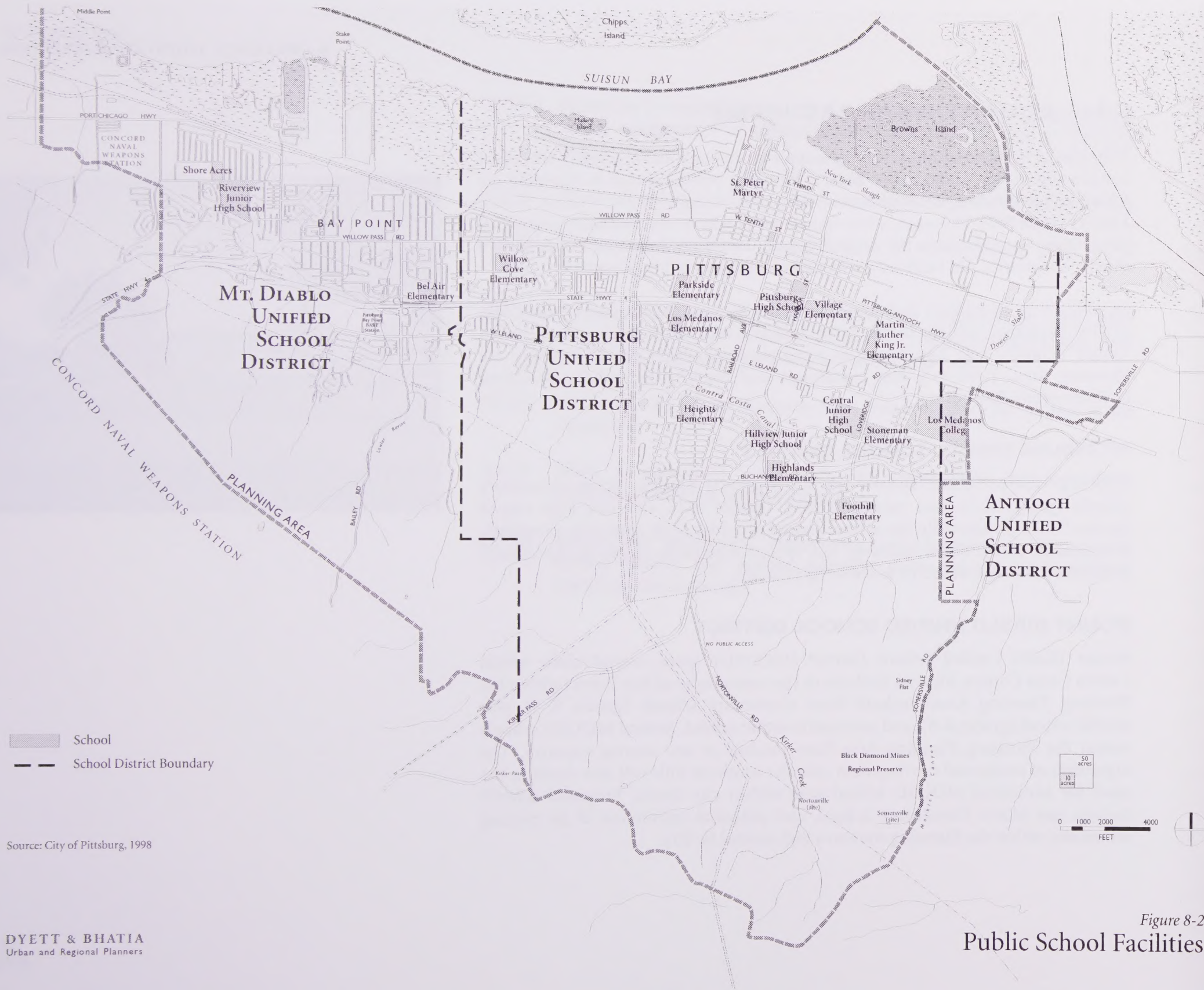


PITTSBURG UNIFIED SCHOOL DISTRICT

Pittsburg Unified School District (PUSD) currently operates seven elementary schools (grades K-5), two middle schools (grades 6-8), and one high school (grades 9-12). Additionally, the school district provides adult education programs, independent study, home teaching, and special education. Many of the schools within PUSD have reached or are nearing capacity.

MOUNT DIABLO UNIFIED SCHOOL DISTRICT

Mount Diablo Unified School District (MDUSD) spans several cities within Contra Costa County. District facilities in the community of Bay Point (within the Pittsburg Planning Area) include three elementary schools (grades K-5), one middle school (grades 6-8), and one continuation school. Several MDUSD schools within the Pittsburg Planning Area have reached or are nearing capacity. The expansion of residential development into the southern hills will also result in the need for additional MDUSD school sites within city limits. Proposed schools include San Marco Elementary School, and potential conversion of an existing school site within the Planning Area to a high school facility.



Source: City of Pittsburg, 1998

Figure 8-2
Public School Facilities

LOS MEDANOS COMMUNITY COLLEGE

Los Medanos Community College, opened in 1974 as Contra Costa Community College District's third campus, serves as a valuable educational and recreational resource to local residents. Los Medanos, loosely translated from Spanish, means "The Sand Dunes." The College serves adults of all ages from central and eastern Contra Costa County. In addition to general education classes, Los Medanos provides career training to a student body numbering approximately 8,500. The College also features a Public Safety Training Center for local law enforcement and fire response personnel.

Total enrollment for 1999-2000 was 21,338 students, including PUSD, MDUSD, Los Medanos Community College, private schools, and alternative education. Analysis of enrollment figures vs. school capacities results in a majority of schools currently operating above capacity (eight elementary schools, two middle schools, and Pittsburg High School). On average, Pittsburg Unified School District is operating at 113 percent capacity.

Table 8-5
Schools, Enrollment and Capacity, Pittsburg Planning Area: 1999-2000

Level	Name	Enrollment	Capacity	% Capacity
Pittsburg Unified School District				
<i>Elementary (K-5)</i>	Foothill Elementary	681	650	105%
	Heights Elementary	517	600	86%
	Highlands Elementary	707	650	109%
	Los Medanos Elementary	695	600	116%
	Parkside Elementary	658	650	101%
	Stoneman Elementary	677	650	104%
	Willow Cove Elementary	730	600	122%
<i>Intermediate (6-8)</i>	Central Junior High	1,178	700	168%
	Hillview Junior High	1,048	1,000	105%
<i>High School (9-12)</i>	Pittsburg High	2,000	1,950	103%
<i>Alternative Education</i>	Martin Luther King Preschool	n/a	n/a	n/a
	Adult Education Center	n/a	n/a	n/a

Table 8-5 (continued)
Schools, Enrollment and Capacity, Pittsburg Planning Area: 1999-2000

<i>Level</i>	<i>Name</i>	<i>Enrollment</i>	<i>Capacity</i>	<i>% Capacity</i>
	Riverside Continuation High	178		
	Opportunity	22		
	Independent Study (GRASP)	131	} 420	92%
	Home Teaching	10		
	Community Day School	46		
	Subtotal	9,602	8,470	113%
Mount Diablo Unified School District				
<i>Elementary (K-5)</i>	Bel Air Elementary	691	702	98%
	Shore Acres Elementary	755	726	104%
	Rio Vista Elementary	592	570	104%
<i>Intermediate (6-8)</i>	Riverview Middle	868	893	97%
<i>Alternative Education</i>	Gateway Continuation High School	30	45	67%
	Subtotal	2,936	2,936	100%
<i>Other Schools</i>	Saint Peter Martyr Parochial (PreK-8)	300	345	87%
	Los Medanos Community College	8,500	8,500	100%
	Subtotal	8,800	8,845	99%
Total Schools		21,338	20,251	105%

Source: Pittsburg and Mount Diablo Unified School Districts, and St. Peter Martyr School.

ENROLLMENT PROJECTIONS

Enrollment projections based on California Department of Finance age cohort projections and General Plan buildout estimates result in an increase of approximately 1,700 students within PUSD and MDUSD by 2020. Table 8-6 shows that the student body of PUSD will actually decrease slightly, while new residential development proposed for the southwestern portion of the City will cause a significant increase in MDUSD enrollment.

Table 8-6
Projected School Enrollment, Pittsburg Planning Area, 2020

	<i>Elementary</i>	<i>Intermediate</i>	<i>High School</i>	<i>Alternative</i>	<i>Total</i>	<i>% of Total</i>
Pittsburg USD	4,609	1,488	2,327	582	9,007	61%
Mount Diablo USD	2,467	797	1,246	1,347	5,857	39%
Total	7,076	2,285	3,573	1,929	14,864	100%

Source: California Department of Finance K-12 Enrollment Projections, Pittsburg General Plan 2000 Buildout Projections, Dyett & Bhatia

Retaining all existing school sites in PUSD will allow future classes to drop below capacity limits within most PUSD facilities. However, MDUSD must begin planning the construction or conversion of school sites in order to accommodate anticipated population growth—two additional elementary schools and one high school will be needed by General Plan buildout. Proposed school sites are listed in Table 8-7. Additional school sites may be identified through negotiations with the school districts to accommodate population growth within the Southwest Hills subarea.

Table 8-7
Proposed School Sites, Pittsburg Planning Area

<i>Proposed Location</i>	<i>School District</i>
Proposed San Marco Development	Mt. Diablo Unified
Proposed Alves Development	Mt. Diablo Unified
East Buchanan Rd @ proposed Highland Ranch road	Pittsburg Unified
Range Rd @ West Leland Rd, City of Pittsburg	Pittsburg Unified

Source: City of Pittsburg General Plan Land Use Diagram

LIBRARY SERVICES

The Pittsburg branch of the Contra Costa County Library is located at 80 Power Avenue. It is one of 23 branches within the County Library system. Programs held at the Pittsburg branch include Story Time for children ages three to five, an Introduction to Guide Dogs family program, and other special events. The Friends of the Pittsburg Library hold various book sales and fund-raising events to keep the library collection up-to-date, as well as volunteer with restocking and organizing book shelves during library hours.

GOALS: EDUCATIONAL FACILITIES

- 8-G-10 Ensure that school facilities maintain adequate capacity to provide for current and projected enrollment.*
- 8-G-11 Develop land uses, activities and connections surrounding Los Medanos Community College to foster linkages between the campus and the community.*

POLICIES: EDUCATIONAL FACILITIES

- 8-P-38 Work with Mount Diablo Unified School District to ensure that the timing of school construction and/or expansion is coordinated with phasing of new residential development.*

The distribution and growth of residential land uses as projected by the General Plan have a significant effect on projected school enrollment. The

City is currently reviewing a number of proposed residential subdivisions in the southern portion of the City. Mount Diablo Unified School District must ensure that adequate school facilities are provided for the youth population of these growing areas. The Schools Master Plan should consider the General Plan land use distribution and plan school locations and improvements accordingly.

- 8-P-39** *Cooperate with MDUSD to identify a possible site for the construction of a new high school facility.*

Current residents of the Pittsburg Planning Area located within MDUSD boundaries use high school facilities that are located within adjacent communities, such as Concord.

- 8-P-40** *As part of development review for large residential subdivisions (greater than 100 units), evaluate the need for new school sites. If needed, encourage subdivision design to accommodate school facilities and cooperate with the school districts in acquisition of those sites.*

- 8-P-41** *Cooperate with local school districts to develop joint school/park facilities, which provide an increased variety of recreational opportunities close to many residential areas. Additionally, work with school districts to develop public parks adjacent to school facilities.*

Joint school/park planning provides more opportunity for recreational uses near residential areas with reduced design, construction, and maintenance costs to both parties. Cooperation with the school districts on the four proposed school sites listed in Table 8-7 would provide a dramatic increase in recreation facilities for local youth.

- 8-P-42** *Emphasize the integration of land uses and activities surrounding Los Medanos Community College. Encourage physical connections between the College and surrounding neighborhoods, commercial areas, and open space resources.*



As planned expansions of the campus take place, connections between the college and surrounding residential and commercial areas become more important. Encourage use of the Delta De Anza Trail by students, since the bikeway provides excellent connections to residential areas within the City. As the area between State Route 4 and East Leland Road is redeveloped, such connections can help the new urban uses and Los Medanos Community College complement one another.

- 8-P-43 *Pursue joint-planning of recreational and cultural facilities on Los Medanos Community College campus. Work with the community college Board to allow public access to recreational facilities and programs.*

College campuses often provide exceptional recreational and cultural facilities for use by enrolled students. Partnering with the community college Board may tremendously increase the facilities and programs available to local residents.

- 8-P-44 *Promote use of the educational and cultural resources available at the Pittsburg Library.*

9 RESOURCE CONSERVATION

This element describes the City's environmental and geological setting, and outlines policies relating to biological resources and habitat, drainage and erosion, water quality, air quality, and historical resources conservation. Resource-protection regulations enacted by ordinance will establish specific regulations to protect natural features and ensure compatible project design.



9.1 BIOLOGICAL RESOURCES AND HABITAT

Pittsburg's setting in the Sacramento/San Joaquin Delta region, along with varied topography and habitats, give it a diverse range of plant and animal life. Pittsburg is located on the southern border of Suisun Bay, in the northern portion of Contra Costa County. The area's Mediterranean climate supports a mosaic of grasslands, wetland communities, and scattered stands of trees.

OPEN SPACE

The Planning Area contains a significant amount of open space, which is valuable as both a visual resource and as habitat for oak woodlands, wetlands and riparian wildlife. Intermittent streams and uninhabited areas also contribute to air and water quality in the hills and tidelands. The East Bay Regional Park District (EBRPD) manages two regional preserves within the Planning Area: the Browns Island Regional Shoreline and the Black Diamond Mines Regional Preserve. The remaining natural Delta shoreline habitat on Browns Island and grasslands habitat at Black Diamond Mines are preserved for threatened or endangered species, habitat enhancement for other rare species, and protection of the unique and diverse ecology of the areas as a whole.

The topography of the southern portion of Pittsburg is such that relatively smaller ridgelines filter into and merge with larger ridgelines. These larger ridgelines, which are designated as major ridgelines in Figure 9-1, are the highest and most visually prominent ridgelines along the southern skyline. Preserving these ridgelines from development will help preserve the aesthetic value of the viewshed.

RESOURCE PRODUCTION

The Planning Area contains one of the only two places in the San Francisco Bay Area where coal was mined. The discovery of coal in the 1850s led to construction of Black Diamond Mines, the first source of fossil fuel in California. Sand mining was also conducted starting in the late 1920s. Due to competition from other energy sources, the mines closed in 1949. Historical remnants of Black Diamond's mining operations, as well as the former mining towns of Nortonville and Somers-

ville, can still be found in the southern hills. While coal mining no longer takes place, livestock still graze in the hills.

There are currently no significant mineral deposits or active mining operations in the Planning Area. The hills south of City limits may contain mineral deposits, though their significance is not known. A small portion of the hills is considered farmland of local importance. Over 3,500 acres of land in the Planning Area is currently under Williamson Act contracts, which entitle landowners to property tax reductions in exchange for preserving their land as agricultural or open space. Williamson Act contracts are automatically renewed each year for at least 10 years, unless cancellation is sought. These lands are considered agricultural preserves.

VEGETATION AND WILDLIFE

Historic vegetation in Pittsburg included native grassland, oak woodlands, riparian communities, and coastal salt and brackish marshes. Figure 9-1 shows the vegetative communities within the Planning Area.

The Planning Area hosts an abundance of vegetation types, with a diverse population of plant species. Vegetative communities can be divided into two categories based on habitat sensitivity:

- *Level One* communities are those that are or most closely resemble (in form and function) native habitats. Within the Planning Area these include grassland, salt marsh-pickleweed series, seasonal wetland, riparian woodland, and the open waters of Suisun Bay.
- *Level Two* communities are areas that have been significantly altered by humans and include development and landscaping. These areas provide minimal habitat for native vegetation and wildlife.

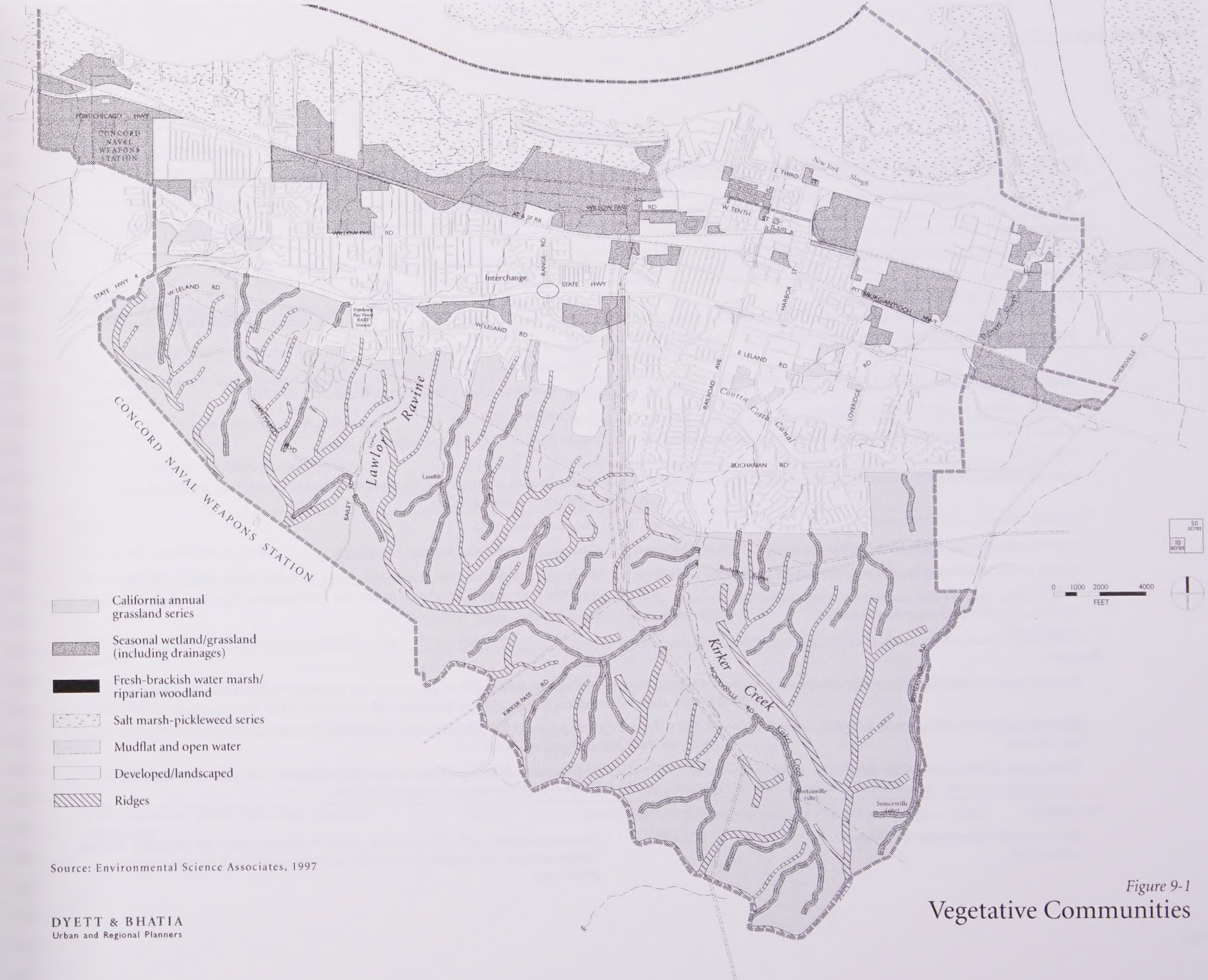
Human intervention and development have altered the landscape, restricting natural vegetation primarily to undeveloped hillside areas. The southern third of the Planning Area is largely undeveloped open space with large expanses of rolling grassy hills, while the northern edge consists of salt and brackish marshlands at New York Slough. These natural areas may be suitable for several threatened and

endangered plant and animal species, such as the Western pond turtle, California red-legged frog, San Joaquin kit fox, Berkeley kangaroo rat, Tricolored blackbird, White-tailed kite, Mt Diablo manzanita, Alkali milk-vetch, Diamond-petaled poppy, and Mason's lilaeopsis. Areas of particular biological concern within the Planning Area include Browns Island Regional Shoreline and Black Diamond Mines Regional Preserve and environs. Special status species which may be found within the Planning Area are listed in Table 9-1.

WETLANDS

Wetlands are ecologically productive habitats that support a variety of both plant and animal life. The importance and sensitivity of wetlands has increased with population growth as a result of their role as recharge areas and filters for water supplies. However, much of the region's wetlands have been filled for urban development. Two types of wetlands occur within the Planning Area:

- *Fresh emergent wetlands* within Pittsburg occur in Kirker Creek, Lawlor Ravine, and several of their tributaries located in the Mount Diablo foothills. This habitat is generally considered one of the most productive habitats for wildlife in that it offers water, food and cover. Habitat modification in the northern planning area has severely reduced the vegetative structure of the habitat and its overall value for wildlife.
- *Saline emergent wetlands*, found along tidal salt marshes, serve as an important habitat for many threatened species such as the California clapper rail, salt marsh harvest mouse, and California black rail.



Source: Environmental Science Associates, 1997

DYETT & BHATIA
Urban and Regional Planners

Figure 9-1
Vegetative Communities

Table 9-1
Special Status Species Known to Occur or Potentially Occurring within Pittsburg Planning Area

Common Name (Scientific Name)	Status / Fed/ CA/ CNPS	General Habitat (Habitat Type Abbreviation) 2
Invertebrates		
Antioch dunes anthicid beetle (<i>Anthicus antiochensis</i>)	FSS/ --	Presumed extinct – known only from the Antioch Dunes (D)
San Joaquin dune beetle (<i>Coelus gracilis</i>)	FSS/ --	Fossil dunes along the western edge of San Joaquin County; extirpated from Antioch Dunes; requires sandy substrates. (D)
Molestan blister beetle (<i>Lytta molesta</i>)	FSS/ --	Central Valley from Contra Costa to Kern and Tulare Counties; collected at Brentwood. (CG/ CH)
Antioch cophuran robberfly (<i>Cophura hurdi</i>)	FSS/ --	Only specimen known collected at Antioch. (CG/ CH)
Antioch efferian robberfly (<i>Efferia antiochi</i>)	FSS/ --	Not available. (UK)
Yellow banded andrenid bee (<i>Perdita hirticeps luteocincta</i>)	FSS/ --	Visits flowers of <i>Gutierrezia californica</i> . (CG)
Antioch andrenid bee (<i>Perdita scituta antiochensis</i>)	FSS/ --	Visits flowers of <i>Eriogonum</i> , <i>Gutierrezia californica</i> , <i>Heterotheca grandiflora</i> , and <i>Lessingia glandulifera</i> . (CG)
Antioch multilid wasp (<i>Myrmosula pacifica</i>)	FSS/ --	Not available. (UK)
Antioch specid wasp (<i>Philanthus nasilis</i>)	FSS/ --	Known only from the Antioch Dunes. (D)
Langes metalmark butterfly (<i>Apodemia mormo langei</i>)	FE/ --	Stabilized dunes along the San Joaquin River. Endemic to the Antioch Dunes; primary host plant is <i>Eriogonum nudum</i> var. <i>auriculatum</i> . (D)
Middlekaufs shieldback katydid (<i>Idiostatus middlekaufi</i>)	FSS/ --	Not available. (UK)
Reptiles		
Western pond turtle (<i>Clemmys marmorata</i>)	FSS/ CSC	An aquatic turtle of streams, ponds and marshes; requires basking sites. Potential habitat occurs in large drainages and preserves in the Planning Area. (OW/ FW)
Alameda whipsnake (<i>Masticophis lateralis euryxanthus</i>)	FT/ CT	Valley foothill hardwood habitat; south-facing slopes with a mosaic of shrubs, oaks and grasses. (RW/ CG)
Giant garter snake (<i>Thamnophis gigas</i>)	FT/ CT	Freshwater and low-gradient streams; highly aquatic. The planning area occurs on the fringe of this species' range. (RW/ FW)
Amphibians		
California tiger salamander (<i>Ambystoma californiense</i>)	FC/ CSC	Annual grasslands with underground refugia & seasonal water for breeding. Suitable habitat includes the grassland hills in the southern portion of the planning area. (FW/ CG)

Table 9-1 (continued)
Special Status Species Known to Occur or Potentially Occurring within Pittsburg Planning Area

Common Name (Scientific Name)	Status Fed/ CA/ CNPS	General Habitat (Habitat Type Abbreviation) 2
California red-legged frog (<i>Rana aurora draytonii</i>)	FT/ CSC	The Planning Area's wetlands provide limited breeding habitat for this species. Occurrences of the red-legged frog have been reported in Stoneman Park and along Kirker Pass Road. (FW/ RW/ CG)
Mammals		
San Joaquin kit fox (<i>Vulpes macrotis mutica</i>)	FE/ CT	Resident of California grasslands, particularly along creeks. Reported at Black Diamond Mines Regional Preserve and surrounding foothills, including areas near Kirker Pass Road. (CG)
Salt marsh harvest mouse (<i>Reithrodontomys raviventris</i>)	FE/ CE	Salt marshes along the Planning Area's northern fringe provide suitable habitat. (SM/ BM)
San Joaquin pocket mouse (<i>Perognathus inornatus inornatus</i>)	--/ CSC	Grasslands and blue oak savannas; friable soils. Suitable habitat includes the grassland hills in the southern portion of the planning area. (CG)
Berkeley kangaroo rat (<i>Dipodomys heermanni</i>)	--/ SA	Open grassy hilltops and clearings in chaparral; require fine, deep, well-drained soils. Suitable habitat includes the grassland hills in the southern portion of the planning area. (CG)
Birds		
Great blue heron (<i>Ardea herodias</i>)	--/ SA	Local salt marshes provide foraging habitat for herons. (RW/ FW/ BW)
Short-eared owl (<i>Asio flammeus</i>)	--/ SA	Local salt marshes provide foraging habitat for this owl. (SM/ BW)
Northern harrier (<i>Circus cyaneus</i>)	--/ CSC	Suitable nesting habitat could include grassy meadows and margins within the planning area. (RW/ CG)
Salt marsh common yellowthroat (<i>Geothlypis trichas sinuosa</i>)	FSS/ CSC	Local marshes provide suitable foraging habitat for this yellowthroat. (FW/ BW/ SM)
California black rail (<i>Laterallus jamaicensis coturniculus</i>)	FSS/ CT	Salt marshes on Stake Point and the eastern fringe of the Planning Area provide habitat for rails. (SM/ MF/ BW)
California clapper rail (<i>Rallus longirostris obsoletus</i>)	FE/ CE	Cordgrass salt marshes on the eastern fringe of the Planning Area provide habitat for rails. (SM/ MF/ BW)
California least tern (<i>Sterna antillarum browni</i>)	FE/ CE	Colonial breeder on bare or sparsely vegetated, flat substrates. Nests near the Mirant power plant and Concord Naval Weapons Station. (SM/ MF/ BW/ OW)
California brown pelican (<i>Pelecanus occidentalis californicus</i>)	FE/ CE	California brown pelican is a seasonal visitor to the region. (OW)

Table 9-1 (continued)**Special Status Species Known to Occur or Potentially Occurring within Pittsburg Planning Area**

Common Name (Scientific Name)	Status Fed/ CA/ CNPS	General Habitat (Habitat Type Abbreviation) 2
Tricolored blackbird (<i>Agelaius tricolor</i>)	FSS/ CSC	Nests colonially near fresh or brackish water marshy areas with dense tules, cattails or thickets. Brackish marshes along the Delta provide suitable habitat for this species. (FW/ BW/ RW)
White-tailed kite (<i>Elanus leucurus</i>)	--/ SA	Grassland foothills with scattered oaks for nesting and perching; open grasslands or marshlands for foraging. Suitable habitat includes the grassland hills in the southern Planning Area. (CG/ RW)
Suisun song sparrow (<i>Melospiza melodia mazillaris</i>)	FSS/ CSC	Resident of brackish water marshes on Suisun Bay. Frequents cattails, tules, and pickleweed vegetation, and also vegetative tangles in sloughs. (BW/ FW/ SM)
Burrowing owl (<i>Athene cunicularia</i>)	--/CSC (burrow sites)	Annual grasslands with mammal burrows, especially those of California ground squirrel. (CG)

Plants

Large-flowered fiddleneck (<i>Amsinckia grandiflora</i>)	FE/ CE/ IB	Valley and foothill grasslands, open oak woodland, on light soils. Known from only three natural occurrences. (CG)
Mt. Diablo manzanita (<i>Arctostaphylos auriculata</i>)	--/ --/ IB	Canyons and slopes, on sandstone, in chaparral. (CH)
Alkali milk-vetch (<i>Astragalus tener</i> var. <i>tener</i>)	--/ --/ IB	Alkali playa, valley and foothill grassland, vernal pools. Low ground or alkali flats and flooded lands; in annual grassland, playas or vernal pools. (CG/ FW)
Suisun Marsh aster (<i>Aster lentus</i>)	FSS/ --/ IB	Marshes and swamps, both freshwater and brackishwater, in the San Joaquin and Sacramento River Delta. (FW/ BW)
Heartscale (<i>Atriplex cordulata</i>)	FSS/ --/ IB	Saline or alkaline places in valley and foothill grassland or alkali scrub. (SP)
San Joaquin spearscale (<i>Atriplex joaquiniana</i>)	FSS/ --/ IB	In seasonal alkaline meadows or alkali sink scrub. (SP)
Big tarplant (<i>Blepharizonia plumosa</i> ssp. <i>plumosa</i>)	--/ --/ IB	Dry hills and plains in valley and foothill grassland. (CG)
Soft bird's-beak (<i>Cordylanthus mollis</i> ssp. <i>mollis</i>)	FE/ CR/ IB	Coastal salt marsh; within the tidal zone. (SM/ BM)
Dwarf downingia (<i>Downingia pusilla</i>)	--/ --/ 2	Vernal pools in valley and foothill grasslands. (FW)
Mt. Diablo buckwheat (<i>Eriogonum truncatum</i>)	--/ --/ IA	Dry, exposed clay or rock surfaces; 1000-2000 ft.; chaparral, coastal scrub, valley and foothill grasslands. (CG)
Contra Costa wallflower (<i>Erysimum capitatum</i> ssp. <i>angustatum</i>)	FE/ CE/ IB	Stabilized dunes near Antioch along the San Joaquin River. (D)

Table 9-1 (continued)
Special Status Species Known to Occur or Potentially Occurring within Pittsburg Planning Area

Common Name (Scientific Name)	Status / Fed/ CA/ CNPS	General Habitat (Habitat Type Abbreviation) 2
Diamond-petaled poppy (<i>Eschscholzia rhombipetala</i>)	FSS/ --/ 1A	Valley and foothill grassland; Inner Coast Ranges. (CG)
Stink bells (<i>Fritillaria agrestis</i>)	--/ --/ 4	Valley and foothill grasslands, oak woodlands; on clay flats; sometimes on serpentine. (CG)
Diablo rock-rose (<i>Helianthella castanea</i>)	FSS/ --/ 1B	Openings in chaparral and broadleaved upland forest. (SP)
Brewer's dwarf-flax (<i>Hesperolinon breweri</i>)	FSS/ --/ 1B	Grassland, open oak woodland, and openings in chaparral, often on serpentinite. (SP)
California hibiscus (<i>Hibiscus lasiocarpus</i>)	--/ --/ 2	Moist, freshwater-soaked river banks and low peat islands in sloughs. (FW/ RW)
Delta tule-pea (<i>Lathyrus jepsonii</i> var. <i>jepsonii</i>)	FSS/ --/ 1B	Freshwater and brackishwater marshes. (BW/ SM)
Mason's lilaeopsis (<i>Lilaeopsis masonii</i>)	FSS/ CR/ 1B	Riparian scrub and freshwater or brackishwater marshes; in tidal zones in muddy or silty soil formed through river deposition or river bank erosion. (FW/ BW/ RW)
Delta mudwort (<i>Limosella subulata</i>)	--/ --/ 2	Mud banks of the Delta in marshy or scrubby riparian vegetation. (BW/ FW)
Showy madia (<i>Madia radiata</i>)	--/ --/ 1B	Grassy slopes in valley and foothill woodland and cismontane woodland. (CG)
Colusa grass (<i>Neostapfia colusana</i>)	FPT/ CE/ 1B	Relatively deep vernal pools. (FW)
Antioch Dunes evening-primrose (<i>Oenothera deltoides</i> ssp. <i>howellii</i>)	FE/ CE/ 1B	Known from remnant river bluffs and partially stabilized sand dunes near Antioch and on Brown's Island. (D)
Mt. Diablo phacelia (<i>Phacelia phacelioides</i>)	FSS/ --/ 1B	Chaparral cismontane woodland, on rock outcrops and talus slopes, 2,000-3,800 ft. (SP)
Rock sanicle (<i>Sanicula saxatilis</i>)	FSS/ SR/ 1B	Broadleaved upland forest, chaparral; bedrock outcrops and talus slopes 2,000-4,100 ft. (SP)
Rayless ragwort (<i>Senecio aphanactis</i>)	--/ --/ 1B	Cismontane woodland and coastal scrub; 90-2,400 ft. (SP)
Most beautiful jewelflower (<i>Streptanthus albidus</i> ssp. <i>peramoenus</i>)	FSS/ --/ 1B	Chaparral, valley and foothill grassland; serpentine outcrops on ridges and slopes; 450-3,200 ft. (SP)
Caper-fruited tropidocarpum (<i>Tropidocarpum capparideum</i>)	--/ --/ 1A	Alkaline hills in valley and foothill grassland; last seen in 1889. (SP)

(1) Status Codes::

FEDERAL: (U.S. Fish and Wildlife Service)

FE = Listed as Endangered (in danger of extinction) by the Federal Government.

FT = Listed as Threatened (likely to become endangered within the foreseeable future) by the Federal Government.

FPE/FPT = Proposed for Listing as Endangered or Threatened.

FC = Candidate information now available indicates that listing may be appropriate.

FSS = Former category 2 candidates for listing as threatened or endangered. Now unofficially considered federal sensitive species.

Table 9-1 (continued)**Special Status Species Known to Occur or Potentially Occurring within Pittsburg Planning Area**

FP = Fully Protected by the Marine Mammal Protection Act.

BEPA = Bald Eagle Protection Act (1940) (50 CFR 22).

STATE: (California Department of Fish and Game)

CE = Listed as Endangered by the State of California.

CT = Listed as Threatened by the State of California.

CR = Listed as Rare by the State of California (plants only).

CSC = California Species of Special Concern. This is a management designation used to track animal species with declining breeding populations in California.

SA = Considered a Special Animal by the California Department of Fish and Game.

3503.5 = Protection for nesting species of Falconiformes (hawks) and Strigiformes (owls) under California Fish and Game Code.

CALIFORNIA NATIVE PLANT SOCIETY:

List 1A = Plants presumed extinct in California.

List 1B = Plants rare, threatened, or endangered in California and elsewhere.

List 2 = Plants rare, threatened, or endangered in California but more common elsewhere.

List 3 = Plants about which more information is needed.

List 4 = Plants of limited distribution ("watch list").

(2) Habitat Type Abbreviations:

SM = Salt marsh

MF = Mud flat

OW = Open water

FW = Freshwater wetland

BW = Brackish water wetland

RW = Riparian woodland

CG = California annual grassland

D = Dunes

CH = Chaparral/coastal scrub

UK = Unknown

SP = Specific habitat information provided in text.

Source: California Department of Fish and Game, 1997; California Native Plant Society, 1995.

GOALS: BIOLOGICAL RESOURCES AND HABITAT

- 9-G-1 *Protect conservation areas, particularly habitats that support special status species, including species that are State or Federally listed as endangered, threatened, or rare (see Table 9-1).*
- 9-G-2 *Guide development in such a way that preserves significant ecological resources.*
- 9-G-3 *Support the reclamation of wetlands and marshlands along local industrial waterfronts.*

POLICIES: BIOLOGICAL RESOURCES AND HABITAT

- 9-P-1 *Ensure that development does not substantially affect special status species, as required by State and federal agencies and listed in Table 9-1. Conduct assessments of biological resources as required by CEQA prior to approval of development within habitat areas of identified special status species, as depicted in Figure 9-1.*

Development located in or adjacent to these ecologically sensitive areas must complete a site-specific assessment of biological resources as part of the development review process. The City's environmental review process would be used to impose appropriate mitigation measures as required by State and federal agencies to reduce impacts on sensitive habitat and special status species.

- 9-P-2 *Establish an on-going program to remove and prevent the re-establishment of invasive species and restore native species as part of development approvals on sites that include ecologically sensitive habitat.*

Non-native vegetation originally introduced as landscaping, such as giant reed, currently threaten habitat for threatened and endangered plant and animal species within the City. Guidelines should be developed that include a list of native species that may be planted as part of landscaping associated with future development. Drought tolerant and low maintenance species

should be emphasized. Removal of invasive species may also be required if they are a notable fire hazard in parks or open space.

- 9-P-3 *Participate in the development of a regional Habitat Conservation Plan (HCP) and consider its adoption for preservation of native species throughout eastern Contra Costa County.*

Hillside Protection

- 9-P-4 *Revise and readopt the City's Hillside Planned Development District to regulate urban growth in the southern hills. Include development standards as part of the zoning district, and refer to it during project review.*

Development standards within the Hillside Planned Development District should limit development in hillside areas, emphasizing 1) retention or stabilization of unstable slopes, 2) major and minor ridgelines as designated by Figure 4-2, and 3) creeks, swales, and wetlands that contribute to hillside drainage (See also Chapter 10: Health and Safety for discussion on slopes and drainage).

- 9-P-5 *Work with Contra Costa County, the East Bay Regional Park District, and the City of Antioch, to expand the regional open-space system in the southern hills to preserve California annual grasslands habitat.*

- 9-P-6 *In order to preserve viewsheds of the southern hills, preserve major ridgelines (shown in Figure 9-1) throughout the Planning Area. Revise the Municipal Code per Policy 4-P-1: building pads and structural elements shall be located at least 150 feet away from (horizontally) the crest of a major ridgeline.*

- 9-P-7 *During the design of hillside residential projects, encourage clustering of housing to preserve large, unbroken blocks of open space, particularly within sensitive habitat areas. Encourage the provision of wildlife corridors to ensure the integrity of habitat linkages.*

- 9-P-8 *As a condition of approval of new development, ensure revegetation of cut-and-fill slopes with native plant species.*

In addition, planting on some existing slopes could contribute to Pittsburg's image and would be a justified public cost.

Creekways and Wetlands

- 9-P-9 *Establish creek setbacks along riparian corridors, extending a minimum of 50 to 150 feet laterally on each side of the creekbed. Setback buffers for habitat areas of identified special status species and wetlands may be expanded as needed to preserve ecological resources.*
- 9-P-10 *No development should occur within creek setback areas, except as part of greenway enhancement (for example, trails and bikeways). Encourage developers to reserve space outside of the creek setbacks where endangered species habitat makes trail development inappropriate.*
- 9-P-11 *Ensure that riparian corridor characteristics are retained. Encourage the retention and/or reestablishment of creeks in the design of new development.*
- 9-P-12 *Protect and restore threatened natural resources, such as estuaries, tidal zones, marine life, wetlands, and waterfowl habitat.*

While much of the marshland and mudflats in the Planning Area are intact, potential for reclamation exists in areas where these have been destroyed, especially along the industrial waterfronts. Potential for this may exist as some of these sites are converted to other uses.

A potential way to promote the value of Pittsburg's natural resources is through education. The City could heighten public awareness of the importance of local marshlands for roosting and nesting sites for migrating waterfowl by creating interpretive facilities with educational displays along the marshlands when possible.

- 9-P-13 *Ensure that special-status species and sensitive habitat areas are preserved, as required by State and federal agencies, during redevelopment and intensification of industrial properties along the Suisun Bay waterfront. Limit*



dredging and filling of wetlands and marshlands, particularly adjacent to Browns Island Preserve.

- 9-P-14 *Work with industrial property-owners along the waterfront to improve urban runoff and water quality levels within Suisun Bay wetlands.*

9.2 DRAINAGE AND EROSION

The developed portions of the Pittsburg Planning Area are within two major watersheds: the western portion of the Lawlor Creek watershed, which drains into Suisun Bay, and the central and eastern portions of the Kirker Creek watershed, which drains into the New York Slough. In addition, there are six minor watersheds. Major and minor watersheds within the Planning Area are shown in Figure 9-2.

The existing drainage system in Pittsburg is comprised primarily of channelized creeks fed by groundwater, surface runoff, and underground storm drains. The City maintains the system within incorporated areas. In unincorporated areas, responsibility for storm drain maintenance lies with the Contra Costa County Flood Control District. Development within the watersheds has the potential to lead to erosion of sediment and increases in surface water run-off entering the City's storm drainage system.

The storm drain facilities under the Contra Costa Canal also have the potential to become impaired if sedimentation were to occur from new upstream development. Obstruction of storm drains could cause sedimentation and debris to enter the Canal right-of-way, and potentially overtop into the Canal and/or exert pressure and damage the Canal lining or other facilities. This would result in contamination of Contra Costa Water District's potable water supply.

Pittsburg's creeks are also a key part of the City's open space network. They are valuable physical, aesthetic, recreational, and ecological assets. Protection of creeks not only preserves surface water quality, but also reduces flood risks, preserves bio-

diversity and habitat, minimizes erosion of stream banks, and prevents down-stream siltation.

GOALS: DRAINAGE AND EROSION

- 9-G-4 *Minimize the runoff and erosion caused by earth movement by requiring development to use best construction management practices (BMPs).*
- 9-G-5 *Preserve and enhance Pittsburg's creeks for their value in providing visual amenity, drainage capacity, and habitat value.*
- 9-G-6 *Preserve and protect the Contra Costa Canal from storm drainage and runoff contaminating the City's municipal water supply.*

POLICIES: DRAINAGE AND EROSION

- 9-P-15 *As part of development plans, require evaluation and implementation of appropriate measures for creek bank stabilization, as well as necessary Best Management Practices (BMPs) to reduce erosion and sedimentation. Encourage preservation of natural creeks and riparian habitat as best possible.*
- 9-P-16 *Establish development standards for new construction adjacent to riparian zones to reduce sedimentation and flooding. Standards should include:*
 - *Requirements that low berms or other temporary structures such as protection fences be built between a construction site and riparian corridor to preclude sheet-flooding stormwater from entering the corridors during the construction period.*
 - *Requirements for installation of storm sewers before construction occurs to collect stormwater runoff during construction.*
- 9-P-17 *To prevent flood hazards in the Kirker Creek watershed, ensure that new development minimizes paved areas, retaining large blocks of undisturbed, naturally vegetated habitat to allow for water infiltration.*

Additional flood control mitigation may include intermixing areas of pavement with the naturally vegetated infiltration sites to reduce the concentration of stormwater runoff from pavement and structures.

9-P-18 Require an encroachment permit from Contra Costa Water District (CCWD) for any storm drain facility crossing or encroaching onto Contra Costa Canal rights-of-way. Require all crossings to be constructed in accordance with CCWD standards and requirements.

9-P-19 As part of the City's Zoning Ordinance, establish regulations for the preservation of mature trees. Include measures for the replacement of all mature trees removed.

Trees are valuable along creeks and watersheds because their root systems help stabilize topsoil and reduce erosion.

9-P-20 As part of project review and approval, establish maintenance districts to ensure uniform maintenance for selected channels and creeks.

9-P-21 As part of project review and CEQA documentation, require an assessment of downstream drainage (creeks and channels) and City storm-water facilities impacted by potential project runoff.

Calculate potential sedimentation and runoff based on the maximum storm event and determine necessary capacity of the downstream drainage system. If the project presents potential downstream sedimentation, runoff or flooding issues, require additional mitigation including but not limited to limitations on grading, construction to dry seasons, and funding for downstream improvements, maintenance, and repairs.

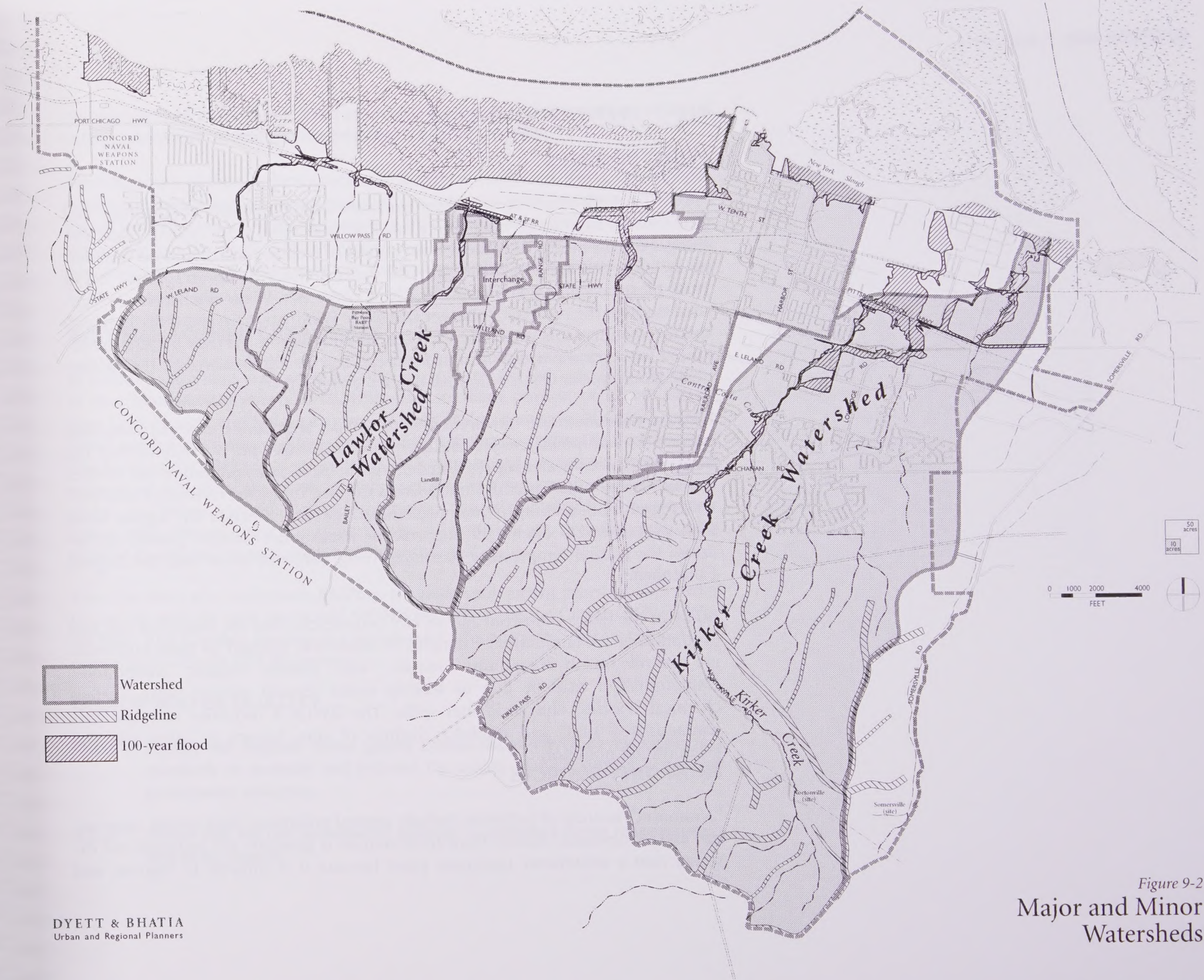


Figure 9-2
Major and Minor
Watersheds

9.3 WATER QUALITY

POINT SOURCES

“Point” sources—fixed structures or land uses—can potentially affect surface and groundwater supplies by discharging into the local storm drain system. These discharges consist mostly of effluent from industrial facilities and municipal wastewater systems, and are regulated under the Federal Water Pollution Control Act of 1972, more commonly known as the Clean Water Act. Waste discharges are regulated through the National Pollutant Discharge Elimination System (NPDES), with specific requirements established in each NPDES permit. NPDES permits are required for stormwater runoff in urban areas, and are administered by the California Regional Water Quality Control Board (RWQCB).

Because watersheds are not limited to municipal boundaries, regional watershed protection and pollution prevention efforts are important to maintaining the health of the local water supply. Pittsburg participates in a joint municipal NPDES permit with all other cities in Contra Costa County, under the County’s Clean Water Program. In addition to these regulations, the San Francisco Bay Region Basin Plan stipulates that discharges into cold or warm water habitats should not increase the natural temperature of the receiving waters by more than five degrees Fahrenheit.

Many of the City’s industrial and service commercial sites are sources of soil and groundwater contamination. Examples of substances released by these businesses are petroleum hydrocarbons, metals, and volatile organic compounds. Contamination may be due to leaking under ground storage tanks, surface chemical releases, and accidental spills. The RWQCB identifies and monitors contaminated sites, and publishes listings of sites known to cause soil and groundwater pollution.

NONPOINT SOURCES

“Nonpoint” sources of pollution include general pollutants from streets, open areas, and urban lands. Runoff from these sources is generally not collected and directed into a wastewater treatment plant because it is difficult to regulate and

manage. This includes runoff from roads and parking lots due to leaking cars and exhaust emissions, as well as industrial emissions and erosion.

The hills south of the city limits consist primarily of rangeland. Thus, the only potential sources of surface water pollution are organic waste produced by cattle, runoff from the area's few inhabitants, and residue and debris from vehicles traveling on Kirker Pass Road. These materials are ultimately washed into local stream and drainage channels and carried by Kirker Creek through the City and into the Delta.

BEST MANAGEMENT PRACTICES

In order to address several potential pollution sources, the City has developed a set of Best Management Practices (BMPs). The southern portion of Kirker Creek, New York Slough, and Suisun Bay are all identified as resources of special recreational and habitat value, and have been assigned high priority for their restoration. The focus of the BMPs is to ensure the City's water resources are not degraded by stormwater runoff. These practices include street sweeping, storm drain stenciling, above and below ground facility inspections, household hazardous waste programs, spill cleanup, reduction of herbicide and pesticide use, diversion and treatment of runoff, and annual catch basin maintenance.

The City must also implement BMPs to the maximum extent practicable in order to comply with the joint municipal NPDES permit, under the County's Clean Water Plan. The City has developed a Stormwater Management Plan to help ensure compliance with the NPDES permit.

GOALS: WATER QUALITY

- 9-G-7 *Comply with Regional Water Quality Control Board (RWQCB) regulations and standards to maintain and improve the quality of both surface water and groundwater resources.*
- 9-G-8 *Ensure that soil and groundwater pollution is addressed during redevelopment and reuse projects.*



POLICIES: WATER QUALITY

9-P-22 *Continue working with the Regional Water Quality Control Board in the implementation of the National Pollutant Discharge Elimination System (NPDES), with specific requirements established in each NPDES permit.*

9-P-23 *Require new urban development to use Best Management Practices (BMPs) to minimize creek bank instability, runoff of construction sediment, and flooding.*

The City's BMPs will ensure that new development projects consider the effects of construction debris and sediment on local water supplies. However, it is imperative that the City review and update the Best Management Practices to promote state-of-the-art construction practices.

9-P-24 *Reduce sedimentation and erosion of waterways by minimizing site disturbance and vegetation removal along creek corridors.*

9-P-25 *Encourage rehabilitation and revegetation of riparian corridors and wetlands throughout the City to contribute to bioremediation and improved water quality.*

9-P-26 *Monitor water quality in the local creek and reservoir system to ensure clean supplies for human consumption and ecosystem health.*

9-P-27 *Protect water quality by reducing non-point sources of pollution and the dumping of debris in and near creeks, storm drains, and Contra Costa Canal. Continue use and implementation of the City's storm drain marking program in newly developed or redeveloped areas.*

The quality of groundwater and water flowing into the City's creeks is most likely to be affected by non-point pollution sources in Pittsburg. Urban development can potentially pose a threat to surface and groundwater quality through construction sediment, use of insecticides and herbicides, and related increases in automobile use.

9-P-28 *Prepare and disseminate information about the harmful effects of toxic chemical substances and safe alternative measures.*

Brochures and a page on the City's Web site describing the harmful effects of toxic chemicals and alternatives, including information about safe alternatives to toxics for home and garden use should be made available to residents of Pittsburg.

9.4 AIR QUALITY

Three types of air pollutants affect air quality in Pittsburg – criteria air pollutants, toxic air contaminants, and odors and nuisances. The major source of air pollutants in Pittsburg is motor vehicle emissions. Heavy commute patterns throughout the San Francisco Bay Area have resulted in poor regional air quality levels. However, newer model vehicles are producing 'cleaner' auto emissions, and will counteract the negative air quality impacts associated with increased vehicle use.

Criteria and toxic air contaminants (as described below) are controlled by the Bay Area Air Quality Management District (BAAQMD). The City has a more direct role in regulating odors and nuisances, and the release of particulate matter at construction sites.

CRITERIA AIR POLLUTANTS

Criteria air pollutants—carbon monoxide, ozone, and particulate matter, including nitrogen dioxide, sulfur dioxide, PM-10, and lead—are most pervasive in urban environments, and state and national ambient air quality standards have been established for them. The Bay Area's topographical and wind factors reduce local concentrations of criteria air pollutants in Pittsburg. Motor vehicles are expected to continue to be a major source category for regional emissions.

Residential, industrial and commercial development in Pittsburg contributes to regional emissions. Emissions are also generated through industrial and commercial operations and building energy use. Residents and workers may experience



occasional violations of PM-10 standards due to construction activities and other local dust sources, and may experience elevated concentrations of carbon monoxide along congested freeway segments and at congested intersections.

The primary role of cities in achieving and maintaining regional air quality is through land use decision-making, which can affect vehicle miles traveled, and through other measures to manage the emission of pollutants. BAAQMD identifies specific Transportation Control Measures (TCMs) which, together with other approaches, may help reduce emissions in Pittsburg, contributing to regional pollution control efforts.

TOXIC AIR CONTAMINANTS

Toxic air contaminants are those pollutants that occur at relatively low concentrations and are associated with carcinogenic or other adverse health effects, but for which no ambient air quality standards have been established. These pollutants are typically carcinogens, mutagens, or reproductive toxins. Regulation of toxic air contaminants is achieved through federal and State controls on individual sources. The preferred technique for reducing toxic air emissions is source reduction, and as part of a local control strategy in the Bay Area, all applications for new stationary sources are reviewed to ensure compliance with required emission controls and limits.

The ambient background of toxic air contaminants is the combined result of many diverse human activities, including gasoline stations, automobiles, dry cleaners, industrial operations, hospital sterilizers, and painting operations. In general, mobile sources contribute more significantly to health risks than do stationary sources. Generally, ambient concentrations of toxic air contaminants are similar throughout the urbanized area of the Bay Area. BAAQMD regulates toxic air contaminants from stationary sources through their permit process; mobile sources of toxic air contaminants are regulated indirectly through vehicle emissions standards and through fuel specifications. Cities have a role in reducing public exposure to toxic air contaminants through ensuring sufficient buffer zones around stationary sources and by reducing vehicle trips.

ODORS AND NUISANCES

Odors and nuisances include those emissions which occur infrequently but which have the potential to generate citizen complaints. BAAQMD records indicate certain industrial facilities in Pittsburgh occasionally generating citizen complaints. Increased buffering of incompatible uses and control of dust from construction are potential local approaches to controlling odors and nuisances.

AIR QUALITY MONITORING STATIONS

BAAQMD operates a regional network of air pollution monitoring stations that provide information on ambient concentrations of criteria air pollutants and toxic air contaminants. The City's main monitoring station is located at 583 West Tenth Street, near the Mirant (formerly PG&E) power plant. This monitoring station was built after the power plant went into commission to ensure that the plant did not negatively affect air quality levels on adjacent sites.

SENSITIVE RECEPTORS

Some people are more sensitive than others to air pollutants. Heightened sensitivity may be caused by health problems, proximity to the emissions source, and duration of exposure to air pollutants. Sensitive receptors are facilities that house or attract children, the elderly, people with illnesses, or others who are especially sensitive to the effects of air pollution. Hospitals, schools, convalescent facilities, and residential areas are examples of sensitive receptors which should be not be located near point sources, such as the heavy industrial uses east of Downtown.

GOALS: AIR QUALITY

- 9-G-9 *Work toward improving air quality and meeting all Federal and State ambient air quality standards by reducing the generation of air pollutants from stationary and mobile sources.*
- 9-G-10 *Reduce the potential for human discomfort or illness due to local concentrations of toxic contaminants, odors and dust.*

- 9-G-11 *Reduce the number of motor vehicle trips and emissions accounted to Pittsburgh residents and encourage land use and transportation strategies that promote use of alternatives to the automobile for transportation, including bicycling, bus transit, and carpooling.*

POLICIES: AIR QUALITY

- 9-P-29 *Cooperate with the BAAQMD to achieve emissions reductions for ozone and it's precursor, PM-10.*
- 9-P-30 *Cooperate with BAAQMD to ensure compliance with dust abatement measures during construction.*

These measures would reduce particulate emissions from construction and grading activities.

- 9-P-31 *Encourage preparation of Transportation Demand Management plans for major employers in the City.*

The City should institute a variety of land use and design policies to promote transit use, such as increased land use density in the vicinity of transit centers, mixed uses, creation of pedestrian-oriented spaces through building design, orienting buildings entrances toward transit routes, reducing parking requirements, provision of bus shelters, and promoting energy-efficient building design (potentially adopting a standard of 10 percent greater energy-efficiency than required by the state's Title 24 building codes).

- 9-P-32 *Minimize emissions and air pollution from City operations by using alternative-fuel vehicles, as feasible.*
- 9-P-33 *Encourage new residential development and remodeled existing homes to install clean-burning fireplaces and wood stoves.*

Residential woodburning is a growing source of localized air pollution. Woodsmoke released from fireplaces and wood stoves contains carbon

monoxide, nitrogen dioxide, and PM-10. Pollution can be reduced by installing gas fireplaces or EPA certified wood heaters.

9.5 HISTORICAL AND CULTURAL RESOURCES

Pittsburg is the site of a number of historical and archeological resources. While only about one-third of Pittsburg has been studied for cultural resources, five archeological sites are known to exist. In addition, historical resources from Pittsburg's coal and steel eras are still present. The existence of both historical buildings and archeologically sensitive areas in Pittsburg speak to the importance of policies that preserve such aspects of the City's heritage.

HISTORICAL RESOURCES

Pittsburg played an important role in the history of Contra Costa County. As one of the earliest industrial centers in the County, the City's historical resources encompass a broad range of activities. Resources from various aspects of the City's history reflect its role in industry, transportation, the military, and entertainment:

- *Industry.* The discovery of coal in the 1850s led to construction of Black Diamond Mines, the first source of fossil fuel in California. In 1911, Columbia Steel Company opened its doors within Pittsburg (later US Steel, now USS-POSCO).

Then in 1916, production began at the Western Chemical plant (now DOW Chemical), which has become the largest non-refinery chemical production complex in the western United States. Small-scale fishing fleets docked out of Pittsburg Marina throughout the 1920s, and several canneries sprung up along the waterfront to accommodate the fishing industry.

- *Transportation.* Early railroads were constructed along Railroad Avenue and across the Pittsburg-Antioch Highway to transport coal from Black Diamond Mines to the San Joaquin River for shipment. Shipping operations were conducted from a small wharf on New York Slough.
- *Military.* Built in 1942, Camp Stoneman served as a staging and embarkation facility for troops during World War II and the Korean conflict. The base was deactivated in 1954.
- *Entertainment.* The Black Diamond Theater (1909) and the Palace Theater (1910), both on York Street, were the first theaters to present movies in Contra Costa County. Vogue Theater (circa early 1930's) on Railroad and Central Avenues is also historically significant.

New York Landing Historical District

To recognize and preserve the unique historical resources in Pittsburg, the City established the New York Landing Historical District in 1981. District boundaries were determined by researching the history and architectural significance of buildings in the area. Buildings in the Historical District were constructed between 1914 and 1930, and reflect the architectural styles prevalent during that time period. Some structures, while not considered significant in and of themselves, enhance the overall character of the district.

The Historical District is located at the core of Downtown Pittsburg. Railroad Avenue forms the central spine of the district, which has the following boundaries: Third Street to the north, Sixth Street to the south, Cumberland Street to the east, and Black Diamond Street to the west. This area is associated with many significant historical events, including the Rancho Los Medanos land grant, the first post office in Contra Costa County (built in the 1840s and initially located at Second and Black Diamond Streets), and sites of early fishing canneries, steamboat shops (for loading coal) and steel mills. The City's historical resources are listed in Table 9-2 and illustrated in Figure 9-2 (except Resources 27-33, which are located outside of the New York Landing Historical District vicinity).

Table 9-2
Pittsburg Historical Resources

#	Location	Name	Date Constructed	National Register Status	Building Condition
	E. Third St.	New York Landing Historical District		Eligible for Separate Listing	
1	150, 160 E. Third St.	Greenberg Building	1925	Historical District Contributor	refurbished
2	190 E. Third St.	Green Building	1925	Historical District Contributor	refurbished
3	200 E. Third St.	Liberty Hotel	1925	Historical District Contributor	refurbished
4	10 E. Fourth St.	Burlessas Building	1922	Historical District Contributor	refurbished
5	515 Railroad Ave.	Post Dispatch	1924	Local Listing Only	refurbished
6	153 E. Fourth St.	King Parker Building	1929	Historical District Contributor	existing
7	163 E. Fourth St.	Montgomery Ward Building	1929	Historical District Contributor	refurbished
8	190 E. Fourth St.	Aiello Building	1923	Historical District Contributor	existing
9	501–509 Railroad Ave.	Post Office Building	1930	Local Listing Only	refurbished
10	24 E. Fifth St.	Scampini Building	1925	Historical District Contributor	existing
11	510 Black Diamond St.	Lepori Building	1924	Historical District Contributor	refurbished
12	348 Cumberland St.	Last Chance Building	1926	Historical District Contributor	refurbished
13	301 Railroad Ave.	National Building	1922	Historical District Contributor	refurbished
14	306 Railroad Ave.	Martinetti Building	1914	Historical District Contributor	refurbished
15	323 Railroad Ave.	National Dollar Store	1924	Historical District Contributor	refurbished
16	324 Railroad Ave.	Lazio Building	1924	Historical District Contributor	refurbished
17	356 Railroad Ave.	Royce Building	1914	Historical District Contributor	existing
18	368 Railroad Ave.	Demetrakopulos Building	1914	Historical District Contributor	existing
19	371 Railroad Ave.	California Theater	1920	Historical District Contributor	façade rehab only
20	395 Railroad Ave.	Sols Clothing Store	1920	Historical District Contributor	refurbished
21	415 Railroad Ave.	Contra Costa County Bank	1921	Historical District Contributor	refurbished
22	430 Railroad Ave.	Bank of America	1921	Historical District Contributor	refurbished
23	485 Railroad Ave.	Woulf & Ury Building	1926	Historical District Contributor	refurbished
24	W. Eighth St.	Black Diamond School	1914	May Become Eligible	existing

Table 9-2 (continued)
Pittsburg Historical Resources

#	Location	Name	Date Constructed	National Register Status	Building Condition
25	E. Ninth St.	Pittsburg 7th Day Adventist Church	1919	Appears Eligible	refurbished
26	W. Eighth St.	St. Peter Martyr Church	1925	Appears Eligible	existing
27	Black Diamond Wy.	Coulter Pine	—	Local Listing Only	
28	Buchanan Rd.	Fages Crespie Turnback Camp	1772	Local Listing Only	
29	Harbor St.	Camp Stoneman Military Chapel	1942	Local Listing Only	
30	Nortonville Rd.	Mine Shafts	1850	Local Listing Only	
31	Nortonville Rd.	Latimer Ranch & Home	1850	Local Listing Only	
32	Pittsburg-Antioch Hwy.	Pittsburg Mine Railroad	1866	Local Listing Only	
33	Railroad Ave.	Camp Stoneman Gates	1942	Local Listing Only	

Source: *California Office of Historic Preservation, 1997; City of Pittsburg.*



- 1-25 Historic Building
- New York Landing District



0 1/8 1/4
MILES

Source: California Office of Historic Preservation, 1997;
New York Landing Historical District

Figure 9-3
Historic Resources

ARCHEOLOGICAL RESOURCES

The Pittsburg Planning Area encompasses a number of environmental settings including those where archeological sites may be found. Most Native American archeological sites in Pittsburg are in the form of small to large shell middens, some of which may contain human remains. These sites tend to be situated on alluvial flats and along historic by margins, as well as near sources of water.

The Planning Area contains a number of Native American archeological and historical areas that may be considered sensitive. An area that may be considered sensitive could mean one or more of the following:

- Archeological sites have been identified in these areas;
- Based on current knowledge, there is a high probability of identifying unrecorded archeological sites; or
- Archeological sites have been identified in this area and there is a high potential for identifying additional sites.

Pittsburg's waterfront location and industrial history make the existence of additional archeological resources likely. Archeological surveys are appropriate for specific plans and large project development activities. If site conditions indicate the presence of archeological resources, all building activity should cease until appropriate mitigation measures are in place.

GOALS: HISTORICAL AND CULTURAL RESOURCES

9-G-12 Encourage the preservation, protection, enhancement and use of structures that:

- *Represent past eras, events and persons important in history;*
- *Provide significant examples of architecture;*
- *Embody unique and irreplaceable assets to the City and its neighborhoods; and*

- Provide examples of the physical surroundings in which past generations lived.

9-G-13 Encourage municipal and community awareness, appreciation, and support for Pittsburg's historic, cultural, and archaeological resources.

POLICIES: HISTORICAL AND CULTURAL RESOURCES

9-P-34 Encourage the preservation of varied architectural styles that reflect the cultural, industrial, social, economic, political and architectural phases of the City's history.

9-P-35 Expand the role of the City's Historical Resources Commission, currently responsible for only the New York Landing Historical District, to include all historical resources. The Commission should be responsible for designating historical resources, and acting as the community's liaison on these issues. However, the role of reviewing development proposals and remodelings in the Historical District should be transferred to the Planning Commission.

9-P-36 Provide for the educational and cultural enrichment of this and future generations by fostering knowledge of our heritage.

Education and cultural enrichment of Pittsburg's citizens will be a key element in the preservation of Pittsburg's historical and cultural resources. The Historic Resources Commission should implement interpretive facilities within the Historical District, including displays and signs to promote education and understanding of existing the historical resources.

9-P-37 Redefine the New York Landing Historical District to designate and preserve historical structures not currently located within the district boundaries.

There are several structures outside the geographically distinct boundaries of the Historical District (See Figure 9-3: Historical Resources) that are important reflections of the City's history: for example, Black Diamond Grammar School (West Eighth and Black Diamond Streets), Pittsburg Seventh Day Adventist Church (East Ninth and Los Medanos Streets), Saint Peter Martyr Church (West Eighth and Black Diamond Streets),

Presbyterian Church (East Leland Road), and Hindu Temple (Crestview Drive). While these are not part of the Historical District, these resources are important and should be protected accordingly.

- 9-P-38 Explore mechanisms to incorporate Pittsburg's industrial heritage in historic and cultural preservation.*

Pittsburg is one of the few Bay Area communities with a strong industrial past. The City's past can find reflection in many ways, including through adaptive reuse of buildings, as is already occurring in downtown, and incorporation of aspects and relics of old structures in new public parks and open space. Emphasis should be placed on the preservation of relics from the coal, steel and canning industries that provided the base upon which the City developed.

- 9-P-39 Ensure the protection of known archaeological resources in the city by acquiring a records review for any development proposed in areas of known resources. If such resources are found, limit urban development in the vicinity or account for the resources.*

- 9-P-40 In accordance with State law, ensure the preparation of a resource mitigation plan and monitoring program by a qualified archaeologist in the event that archaeological resources are uncovered.*

CEQA requires the evaluation of any archaeological resource on the site of a development project. State law also protects these resources. City involvement in the identification, mitigation, and monitoring of project impacts on these resources will ensure the protection of Pittsburg's cultural heritage.

- 9-P-41 If archeological resources are found during ground-breaking for new urban development, halt construction immediately and conduct an archeological investigation to collect all valuable remnants.*

- 9-P-42 *Develop an identification and preservation system for cultural resources—those places or structures that qualify as “important” or “unique” to local community, ethnic, or social groups.*
- 9-P-43 *During redevelopment and rehabilitation of older residential units, ensure that the development process complies with the lead testing requirements established by BAAQMD, Contra Costa County Health District, and HUD.*

10 HEALTH AND SAFETY

This element intends to identify and mitigate risks posed by geologic and seismic conditions, prevent man-made risks stemming from use and transport of hazardous materials, and ensure that local emergency response agencies are prepared for potential disaster relief. Fire protection in urban and wildland areas is addressed in Chapter 11: Public Facilities (Section 11.4: Fire Protection).

10.1 GEOLOGY AND SEISMICITY

The Pittsburg Planning Area is part of the geologically young and seismically active San Francisco Bay Area region. The composition of geologic material, topography, and groundwater conditions affect the severity of geologic hazards. In some soils, earthquake waves may be amplified and other areas may be susceptible to liquefaction and/or landslides.

GEOLOGY

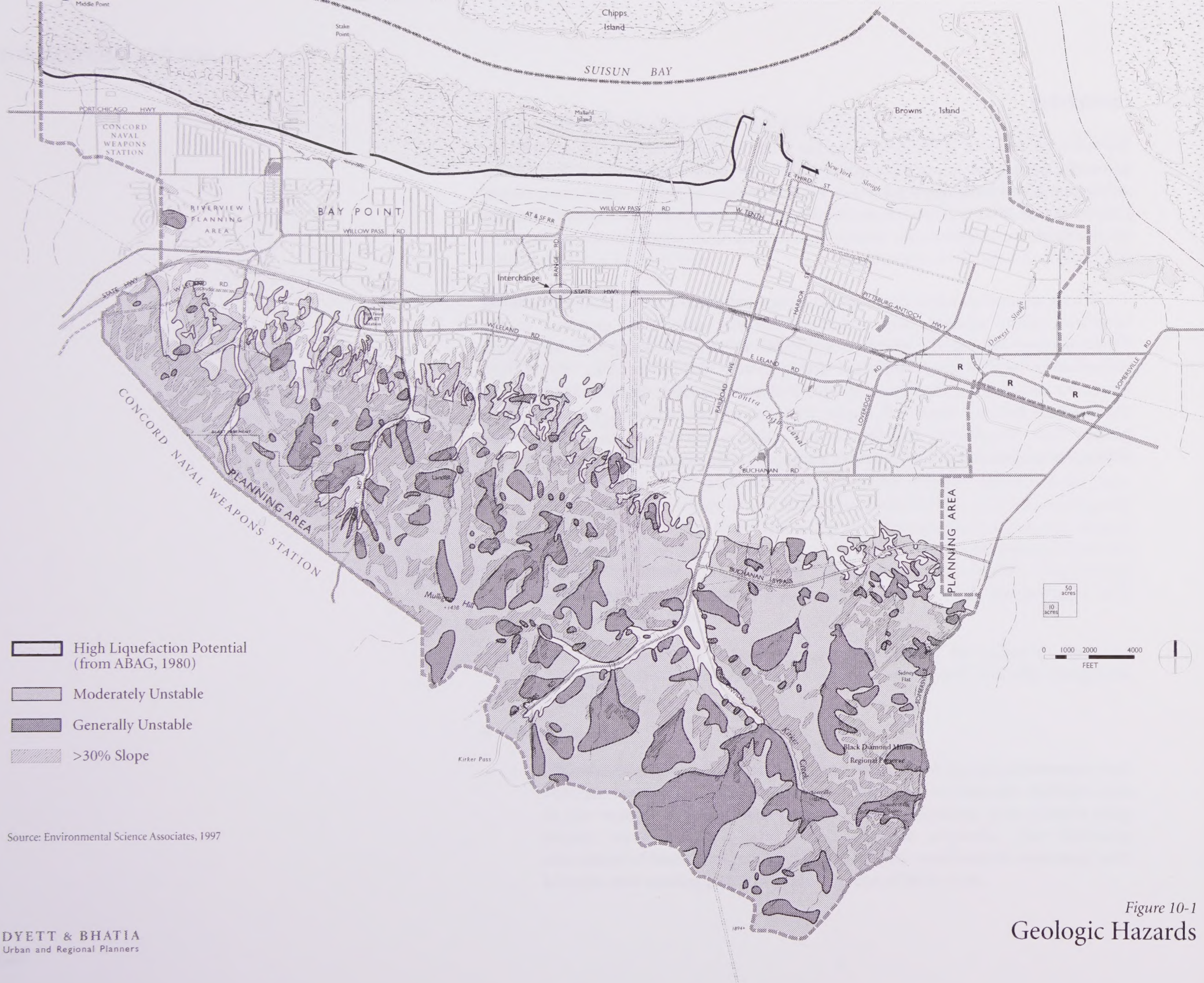
Pittsburg consists of two general topographic zones: the lowland zone and the hillside zone. The lowland zone corresponds to estuarine and flatland soils, and the hillside zone includes steep slopes and rocky soils.

- **Lowland zone:**
 - *Estuarine (coastal) areas* are underlain by Bay Mud, which consists of unconsolidated silt and clay with abundant organic material, local peat, sand, and gravel lenses or discontinuous beds (USGS, 1973). Local deposits of artificial fill occur along the margins of Suisun Bay, particularly around the power plant and in filled channels. Old fill (generally placed before the 1950s) typically consisted of heterogeneous material. Engineering challenges associated with coastal areas include weak compressible soils and risk of liquefaction.
 - *Flatland areas* of Pittsburg are underlain by alluvial deposits, unconsolidated flood-plain deposits, sand, silt, gravel, and clay, irregularly interstratified.
- **Hillside zone:**
 - *Hillside areas* of the City consist primarily of tilted marine sedimentary and volcanic rocks that range in age from Paleocene to Pliocene. Hillside areas in the western and southern portions of the Planning Area contain steep slopes, weak bedrock, and local landslide deposits. The following discussion of landslides, soil creep, debris flow, and hazards associated with historic coal mining pertains mainly to the hillside zone.

Landsliding

Sedimentary rocks in the hillside zone have variable composition. These rocks are generally weak and susceptible to erosion. Consistent weathering has further weakened the rocks in many locations. Landslide deposits often occur along deeply incised stream channels where erosion has undercut the channel banks. Fracture planes occur throughout the southern hills and cuts made in these areas are particularly susceptible to slope failure.

The strong ground motions that occur during earthquakes are capable of inducing landslides where unstable soil conditions already exist. The portions of the Planning Area having the greatest susceptibility to landsliding are hilly areas underlain by weak bedrock units on slopes greater than 15 percent. Figure 10-1 illustrates lands within the Planning Area that are unstable; significant portions of the southern hills are identified. Figure 10-1 also identifies those areas with slopes greater than 30 percent. Residential and other sensitive development located within these areas is at risk of property damage due to geologic accidents.



Source: Environmental Science Associates, 1997

Figure 10-1
Geologic Hazards

Soil Creep and Debris Flow

Expansive soils on moderate to steep slopes are subject to soil creep—a downslope movement that occurs gradually as the soil shrinks and swells over several years. Tilted fences observed in the southeastern Planning Area indicate that soil creep has occurred. Construction practices that steepen existing slopes, add weight to slopes by placing fill, or increase the rate of natural soil saturation through landscape irrigation, can accelerate natural soil creep or induce it in areas where it might not otherwise occur.

Slopes greater than about 20 percent are also susceptible to debris flows, sudden soil slumps that occur when the ground is fully saturated by heavy rainfall. Although debris flows can occur on any type of slope, they are more likely to occur when runoff is concentrated within swales and gullies. Unlike soil creep, debris flows can pose an immediate hazard to life and property.

Historic Coal Mining

The Black Diamond area coal deposits (within the Domingene Formation) are located in the southeastern portion of the Planning Area. Past mining activities followed two principal coal seams to a depth of more than 550 feet below the ground surface.

Access tunnel and ventilation shafts constructed as part of the mining operation were generally located at the heads of ravines, where erosion had naturally worn away portions of the hillside overlying the coal. Most access tunnels were well documented, and have been relocated and sealed over the years. Ventilation shafts, however, are more numerous and their locations are poorly documented. These shafts were typically sealed through construction of timber floors placed about ten feet below the ground surface and then backfilled to grade during closure of the mine. The timber floors deteriorate over time and ventilation shafts can collapse, creating soil slumps. Remaining mine openings provide a connection to a labyrinth of subsurface tunnels which can contain cave-ins and unexpected drop-offs. Pockets of poisonous carbon monoxide or methane gas may also be present.

Seismic Hazards

Eastern Contra Costa County, like the San Francisco Bay Area as a whole, is located in one of the most seismically active regions in the United States. Major earthquakes have occurred in the vicinity of Pittsburg in the past and can be expected to occur again in the near future. The Pittsburg thrust fault is a recently discovered active trace extending northwest-southeast through the city limits (U.S. Geological Survey Award 1434-HQ-97-GR-03079). Fault recurrence and slip rate data are being obtained from marsh core samples, while uplifted fault areas are being interpreted by detailed mapping of landform features and historical aerial photography.

Table 10-1 describes the fault hazards located in the region, while Figure 10-2 illustrates fault hazards within the Pittsburg Planning Area. Historically active faults (exhibiting evidence of movement in the last 200 years) in Contra Costa County include the Concord, Hayward, and Clayton-Marsh Creek-Greenville faults. Two potentially active faults (showing evidence of movement within the last two million years) in the Planning Area include Franklin and Antioch faults. The largest active fault in the region, the San Andreas Fault, is located about 40 miles west of Pittsburg.

Geologic records indicate that there has been extensive differential movement along a series of northwest-trending splays of the Clayton and Black Diamond Area faults. These splays are centered within the Mount Diablo foothills, but extend into the southern portion of the Planning Area. These isolated faults are currently considered to be inactive. For planning purposes, however, these fault branches should be considered possible earthquake sources. Seismic activity on these relatively minor faults would not be expected to generate earthquakes of large magnitude and would probably not cause surface faulting.

Groundshaking

The intensity of groundshaking that would occur in Pittsburg as a result of an earthquake in the Bay Area would depend on the magnitude of the earthquake, the distance from the City, and the response of the geologic materials at the site.

Table 10-1
Faults In The Vicinity Of Pittsburg

<i>Fault</i>	<i>Location and Direction from Planning Area</i>	<i>Recency of Movement</i>	<i>Fault Classification¹</i>	<i>Historical Seismicity²</i>	<i>Maximum Credible Earthquake^{2,3}</i>
San Andreas	40 miles west	Historic (1906; 1989 ruptures)	Active	7.1, 1989. 8.25, 1906 7.0, 1838. Many <6	8.0
Hayward	20 miles west	Pre-Historic (1868 rupture) Holocene	Active	6.8, 1868 Many <4.5	7.5
Calaveras (Northern)	15 miles south	Historic (1861 rupture) Holocene	Active	5.6-6.4, 1861 4-4.5 swarms 1970, 1990	7.5
Concord-Green Valley	6 miles west	Historic (1955 rupture) Holocene	Active	Historic active creep	6.5
Clayton-Greenville	3 miles south	Holocene	Active	None known	6.3
Marsh Creek-Greenville	10 miles south east	Historic (1980 rupture) Holocene	Active	5.6 1980	6.9
Franklin Fault	10 miles west	Late Pleistocene	Potentially active	None documented	6.8
Black Diamond Area	Southeastern portion of Planning Area	Pre-Quaternary	Inactive	Scattered seismicity	N/A
Antioch	4 miles east	Quaternary	Potentially active	Reported creep	6.5
Pittsburg	Downtown	Unknown	Active	Unknown	Unknown

1 An "Active Fault" is defined by the State Mining and Geology Board as one that has had surface displacement within Holocene time (about the last 11,000 years).

2 As defined by the Modified Mercalli Scale, described in the text above.

3 The Maximum Credible Earthquake (MCE) is the strongest earthquake that is likely to be generated along a fault zone, based on the geologic character of the fault and earthquake history.

Sources: Jennings, 1994; Mualchin and Jones, 1992.

Ground shaking intensity is described using the Modified Mercalli Scale, which ranges from I (not felt) to XII (wide-spread devastation). When various earthquake scenarios are considered, groundshaking intensities will reflect both the effects of strong ground accelerations and the consequences of ground failure.

According to the distribution of groundshaking intensity mapped by the Association of Bay Area Governments (ABAG), a large earthquake on the Concord-Green Valley fault would produce the maximum ground shaking intensities in the City with Modified Mercalli intensity IX in Bay Mud deposits along Suisun Bay, north of State Route 4. Modified Mercalli intensity IX would cause damage to buried pipelines and partial collapse of poorly built structures. Strong ground shaking of Mercalli intensity VIII would occur locally along creek beds in inland portions of the City. However, most of Pittsburg is projected to experience ground shaking of intensity VII on the Modified Mercalli scale, which is associated with non-structural damage.

Landsliding is also likely to result from strong groundshaking, primarily where unstable soil conditions already exist. Steep slopes underlain by weak bedrock, particularly on northerly facing hillsides, are most susceptible to earthquake-induced landsliding (please see discussion of landsliding in above Geology section).

Liquefaction

Liquefaction is the rapid transformation of saturated, loose, fine-grained sediment to a fluid-like state because of earthquake groundshaking. Liquefaction has resulted in substantial loss of life, injury, and damage to property. In addition, liquefaction increases the hazards of fires because of explosions induced when underground gas lines break, and because the breakage of water mains substantially reduces fire suppression capability.

Liquifaction hazard in Pittsburg ranges from very low to high. ABAG has identified most of the lowland areas adjacent to Suisun Bay as being highly susceptible to liquefaction hazards (see Figure 10-1). Alluvial fan and terrace deposits that underlie most of Pittsburg have low liquefaction potential, and upland areas that are underlain by bedrock have very low liquefaction potential.



Inundation from Seiche and Tsunami

Earthquakes can cause tsunami (“tidal waves”) and seiches (oscillating waves in enclosed water bodies) in the Bay. Portions of the City located adjacent to Suisun Bay are susceptible to potential tsunami or seiche inundation. However, projected wave height and tsunami run-up is expected to be small in the interior portions of the San Francisco Bay. Some coastal inundation and damage could occur if a tsunami or seiche coincided with very high tides or an extreme storm.

GOALS: GEOLOGY AND SEISMICITY

- 10-G-1 Minimize risk to life and property from geologic and seismic hazards.*
- 10-G-2 Establish procedures and standards for geotechnical review of projects located in areas of steep slopes, unstable soils, or other geologic or seismic risks.*
- 10-G-3 Minimize the potential for soil erosion by wind and stormwater runoff.*
- 10-G-4 Mitigate potential seismic hazards, including landsliding and liquefaction, during the design and construction of new development.*
- 10-G-5 Limit urban development in high-risk areas (such as landslide areas, flood zones, and areas subject to liquefaction) to low-occupancy or open forms of land use.*
- 10-G-6 Limit development on slopes greater than 30 percent (as delineated on Figure 10-1) to lower elevations, foothills, and knolls.*

POLICIES: GEOLOGY AND SEISMICITY

Slopes and Erosion

- 10-P-1 Ensure preparation of a soils report by a City-approved engineer or geologist in areas identified as having geological hazards in Figure 10-1, as part of development review.*

- 10-P-2 Restrict future development from occurring on slopes greater than 30 percent (as designated in Figure 10-1) over the 800 foot elevation contour, and on major and minor ridgelines (as delineated in Figure 4-2).
- 10-P-3 Regulate the grading and development of hillside areas for new urban land uses. Ensure that such new uses are constructed to reduce erosion and landsliding hazards:
- Limit cut slopes to 3:1, except where an engineering geologist can establish that a steeper slope would perform satisfactorily over the long term.
 - Encourage use of retaining walls or rock-filled crib walls as an alternative to high cut slopes.
 - Ensure revegetation of cut-and-fill slopes to control erosion.
 - Ensure blending of cut-and-fill slopes within existing contours, and provision of horizontal variation, in order to mitigate the artificial appearance of engineered slopes.
- 10-P-4 Limit future extension of development into the southeast hills, where there are high levels of risk due to previous coal mining. Ensure proper geotechnical analysis and mitigation for proposed development on slopes less than 30% south of Buchanan Bypass.
- 10-P-5 Ensure that BAAQMD requirements are implemented around construction sites to reduce wind velocity and soil transport at the sites.
- 10-P-6 Encourage the use of water-sprinkling trucks at large construction sites to keep the exposed soil moist during construction.
- 10-P-7 As part of the development approval process, restrict grading to only those areas going into immediate construction as opposed to grading the entire site, unless necessary for slope repair or creek bed restoration. On large tracts of

land, avoid having large areas bare and unprotected; units of workable size shall be graded one at a time.

- 10-P-8 During development review, ensure that new development on unstable slopes (as designated in Figure 10-1) is designed to avoid potential soil creep and debris flow hazards. Avoid concentrating runoff within swales and gullies, particularly where cut-and-fill has occurred.

Geologic Hazards

- 10-P-9 Ensure geotechnical studies prior to development approval in geologic hazard areas, as shown in Figure 10-1. Contract comprehensive geologic and engineering studies of critical structures regardless of location.
- 10-P-10 As part of development approval, ensure that a registered engineering geologist be available at the discretion of the City Engineer to review reports submitted by applicants in the geologic hazard areas identified in Figure 10-1. Project proponents shall pay all costs associated with engineering studies related to geologic hazards.
- 10-P-11 Form geological hazard abatement districts (GHADs) prior to development approval in unstable hillside areas (as designated in Figure 10-1) to ensure that geotechnical mitigation measures are maintained over the long-term, and that financial risks are equitably shared among owners and not borne by the City.
- 10-P-12 Evaluate the feasibility of implementing a hazard reduction program for existing residential development in unstable hillside areas (as designated in Figure 10-1). This would include inspection of structures for conformance with the Building Code.
- 10-P-13 During rehabilitation and redevelopment of industrial properties along the Suisun Bay waterfront, ensure that geotechnical mitigation measures are used to prevent collapse of structures in the event that liquefaction occurs.

- 10-P-14 Review and amend City ordinances, including the Building Code, that regulate development in potentially hazardous locations to ensure adequate protection from geologic hazards.*

Seismic Hazards

- 10-P-15 Develop standards for adequate setbacks from potentially active fault traces (as designated in Figure 10-2) for structures intended for human occupancy. Allow roads to be built over potentially active faults only where alternatives are impractical.*
- 10-P-16 Ensure compliance with the current Uniform Building Code during development review. Explore programs that would build incentives to retrofit unreinforced masonry buildings.*

Unreinforced masonry buildings are particularly vulnerable to earthquakes. Possible programs to encourage retrofit could include transfer taxes on property sales, which can be used by the owner to pay for seismic retrofit work; reduced permit fees; and grants or low-interest loans to offset retrofit costs. However, special consideration should be given to masonry buildings that are in the City's historic core. The City's Building Department should work with building owners to maintain and reserve such structures.

- 10-P-17 Ensure detailed analysis and mitigation of seismic hazard risk for new development in unstable slope or potential liquefaction areas (as designated in Figure 10-1). Limit the location of critical facilities, such as hospitals, schools, and police stations, in such areas.*

10.2 FLOOD CONTROL

The developed portions of the Pittsburg Planning Area are within two major watersheds: Kirker and Lawlor creeks. The western portion of the Planning Area is within the Lawlor Creek watershed, which drains into Suisun Bay. Kirker Creek encompasses the central and eastern portions and drains into New York Slough. There are six minor watersheds in addition to Kirker and Lawlor creeks. Figure 10-3 shows the major and minor watersheds in the Planning Area.

The Kirker Creek watershed has an overall area of 8,539 acres and is the most significant watershed in the Planning Area. Approximately seven miles in length, the creek originates in the southern hills and flows north along Nortonville Road through the City. In the southern hills, the creek and its tributary channels have sufficient capacity to carry peak stormwater flows. Further downstream, however, natural flow capacity declines as the creek channel flattens. Urbanization north of Buchanan Road further decreases capacity as the channel becomes restricted and enclosed by storm drain culverts. Reduction in permeable soils caused by development also increases the total volume and rate of runoff.

Most of the Lawlor Creek watershed south of Bay Point is undeveloped, though some residential development exists south of State Route 4. Most runoff is conveyed by natural channels except for storm drains located in developed areas and culverts under State Route 4. Minor watersheds are located west of Lawlor Creek, between Lawlor and Kirker Creeks, and adjacent to the northeastern boundary of the Kirker Creek watershed north of State Route 4. Local minor watersheds are drained by small natural channels with no official names.

100-YEAR FLOOD PLAIN

According to the Federal Emergency Management Agency (FEMA), a majority of Contra Costa County's creeks and shoreline lie within the 100-year flood plain. Areas with high flood hazards are the islands and adjacent mainland in the San Joaquin-Sacramento River Delta in East Contra Costa County. Certain portions within the Pittsburg Planning Area, located along Suisun Bay, are particularly susceptible to floods. However, most flood-prone areas in Pittsburg are marshland,

and are not potential development sites under the General Plan. Areas within the 100-year flood plains, as shown in Figure 10-3, include:

- Browns Island;
- Shoreline and adjacent uninhabited marshland north of the Burlington Northern & Santa Fe (BNSF) Railroad tracks in Bay Point;
- Portions of the industrial area in northeast Pittsburg beginning at the shoreline, including Kirker Creek, then following the creek upstream to its terminus in the hills south of the City; and
- Along Lawlor Creek in the northwestern portion of the City.

Additionally, many of the culverts between State Route 4 and the Contra Costa Canal are undersized, which cause floodwaters to pond and overflow the banks of Kirker Creek. Local areas potentially affected by the flooding of Kirker Creek include residential neighborhoods, two parks (Buchanan and Small World) and two schools (Highlands Elementary and Hillview Junior High). Further upstream, inadequate channel capacity causes localized flooding at the USS-Posco and Dow Chemical plants.

FLOOD CONTROL MANAGEMENT

The City is responsible for maintaining the flood control system within the incorporated area, including Kirker Creek. In the unincorporated parts of the Planning Area, the County Flood Control District (FCD) maintains major channels and creeks over which they hold land rights. The County Department of Public Works maintains road drainage systems and several detention basins. However, most of the Planning Area, particularly the Kirker Creek Watershed, is not managed by FCD. The City's Stormwater Management Plan identifies deficiencies and improvements to the storm drain system, while the Storm Drain Maintenance Plan addresses maintenance requirements for Lawlor and Kirker Creek watersheds.

GOALS: FLOOD CONTROL

- 10-G-7 Locate development outside of flood-prone areas unless mitigation of flood risk is assured.*
- 10-G-8 Ensure that new development mitigates impacts to the City's storm drainage capacity from storm water runoff in excess of runoff occurring from the property in its undeveloped state.*

POLICIES: FLOOD CONTROL

- 10-P-18 Evaluate storm drainage needs for each development project in the context of demand and capacity when the drainage area is fully developed. Ensure drainage improvements or other mitigation of the project's impacts on the storm drainage system appropriate to the project's share of the cumulative effect.*
- 10-P-19 Assure through the Master Drainage Plan and development ordinances that proposed new development adequately provides for on-site and downstream mitigation of potential flood hazards.*
- 10-P-20 Develop and implement a Storm Flooding Mitigation Fee Program to fund required drainage improvements during construction of new development.*
- Cooperate with the County Flood Control District in developing a Storm Flooding Mitigation Fee Program for incorporated and unincorporated lands within the City's watersheds.*
- 10-P-21 Encourage the formation of flood control assessment districts for those areas within the 100- and 500-year flood plains (as designated in Figure 10-3). Encourage new hillside developments to form flood control assessment districts to accommodate runoff and minimize downstream flooding, if determined necessary.*
- 10-P-22 Ensure that pad elevations on newly constructed habitable buildings are one foot above the 100-year floodplain, as determined by FEMA.*

10-P-23 All new development (residential, commercial, or industrial) should contribute to the construction of drainage improvements in the Kirker Creek and other watersheds in the Planning Area, as required by the City's adopted ordinances.

10-P-24 Allow the construction of detention basins as mitigation in new developments. Ensure that detention basins located in residential neighborhoods, schools, or child-care facilities are surrounded by a gated enclosure, or protected by other safety measures.

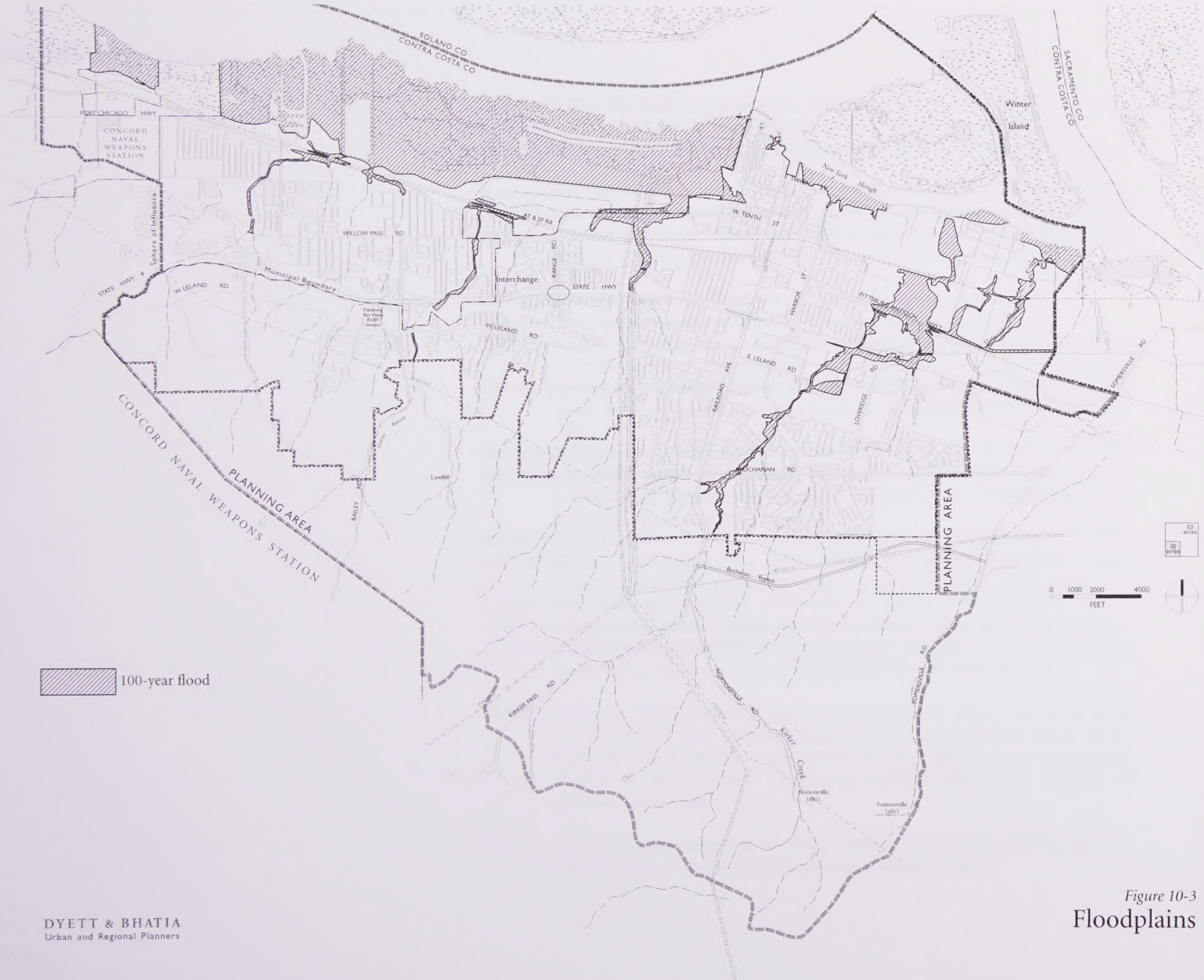
The enclosure of detention basins, particularly in areas where small children are present, is necessary to ensure the safety of local residents when recessed areas are saturated with floodwaters.

10-P-25 Ensure adequate minimum setbacks to reduce potential for property damage from storm flooding.

10-P-26 Reduce the risk of localized and downstream flooding and runoff through the use of high infiltration measures, including the maximization of permeable landscape.

10-P-27 Adopt practices for development and construction on sites where the erosion potential is moderate to severe.

Bench terraces should be used where areas of long slopes may create a stormwater gradient flow. Berms should be constructed between any riparian corridor and the construction site to preclude sediment-laden stormwaters from entering riparian zones.



- 10-P-28 During the review of development plans, require all commercial projects to construct on-site retention facilities. Such facilities could be in the form of landscape features or underground swells.*
- 10-P-29 Ensure that all development projects build on-site retention basins during initial site preparation to store run-off water generated by construction activities.*
- 10-P-30 Encourage residential development to install post-construction Best Management Practices (BMPs) to minimize runoff from the site to the stormdrain system (for example, using permeable surfaces for parking lots, sidewalks, and bike paths, or using roof runoff as irrigation).*

10.3 HAZARDOUS MATERIALS

Contra Costa County is one of the largest generators of hazardous waste in the state. The majority of this waste comes from industries located along waterfronts. Approximately two-thirds of hazardous waste generated in the County is treated on-site, while one-third is transported to hazardous waste management facilities.

HAZARDOUS WASTE MANAGEMENT IN PITTSBURG

Many industrial operations in Pittsburg involve the use or production of hazardous materials. Most significant are the petroleum and chemical processing plants in the northeastern portion of the City. According to the City's Hazardous Waste Management Plan (HWMP), 11 large-quantity generators produced approximately 79,500 tons of hazardous waste in 1989. Of this, about 45 percent was treated on-site and 55 percent was shipped off-site for treatment or recycling. Potential hazards include the toxicity, flammability, and explosivity of petroleum and chemical materials.

The HWMP estimates that about 2,300 metric tons of hazardous waste is produced by small-quantity generators per year (projected in 1990). The majority is in the

form of waste oil from vehicle maintenance shops. Hazardous waste reduction efforts by large generators are estimated to have decreased the amount of waste produced by more than 80 percent since 1990. This primarily resulted from improved production processes at industrial facilities, such as USS-Posco.

HAZARDOUS WASTE STORAGE AND LEAKAGE SITES

The California Regional Water Quality Control Board (RWQCB) annually reports sites in the Bay Area with leaking underground storage tanks and sites with environmental problems due to leaks and spills. There are approximately 54 sites in Pittsburg included in the Leaking Underground Storage Tank (LUST) list, which are identified as having soil and/or groundwater contamination resulting from leaks or other discharges from tanks and/or associated piping). There are also 12 Spills, Leaks, Investigations, and Clean-up (SLIC) sites within the City, which are large sites with environmental problems due to accidental releases of toxic substances such as metals, volatile organic compounds, and petroleum hydrocarbons.

The State requires the upgrade or replacement of tanks and piping installed before 1984, when California's Underground Storage Tank (UST) program and more stringent tank requirements came into effect. This requirement was established by the U.S. Environmental Protection Agency ten years ago to ensure that facility owners, especially those depending on petroleum for providing critical services (e.g., hospitals, police and fire departments), have their USTs upgraded.

TRANSPORT OF HAZARDOUS MATERIALS

The California Highway Patrol and California Department of Transportation have primary responsibility in regulating the transportation of hazardous waste and materials. Recently, the City designated roadways within Pittsburg that are acceptable for transport of hazardous materials. These roadways are all located within the industrial areas north of State Route 4, including:

- Loveridge Road
- Pittsburg-Antioch Highway

- Tenth Street/Willow Pass
- North Parkside Drive

For many years, explosive materials were regularly shipped to Concord Naval Weapons Station by highway and rail, including the BNSF and Southern Pacific railroads. Pipelines traversing the Planning Area carry natural gas, crude oil, and refined petroleum products. These pipelines, found throughout Contra Costa County, cross fault lines, unstable slopes, and areas underlain by soft mud and peat. While the County Office of Emergency Services has prepared emergency and disaster plans, the proximity of hazardous materials to populated areas nonetheless represents a potential safety threat.

GOALS: HAZARDOUS MATERIALS

- 10-G-9 Minimize the risk to life and property from the generation, storage, and transportation of hazardous materials and waste by complying with all applicable State regulations.*
- 10-G-10 Encourage redevelopment of areas with potential hazardous materials issues. Pursue a leadership role in the remediation of brownfield sites throughout Pittsburg.*

POLICIES: HAZARDOUS MATERIALS

- 10-P-31 Cooperate with other public agencies in the formation of a hazardous-materials team, consisting of specially-trained personnel from all East County public safety agencies, to address the reduction, safe transport, and clean-up of hazardous materials.*

Contra Costa Water District is supportive of the formation of a hazardous materials team, particularly as it relates to the Contra Costa Canal system and Suisun Bay/Sacramento River Delta water quality.

- 10-P-32 Designate and map brownfield sites to educate future landowners about contamination from previous uses. Work directly with landowners in the clean-up of brownfield sites, particularly in areas with redevelopment potential.*

- 10-P-33 Prevent the spread of hazardous leaks and spills from industrial facilities to residential neighborhoods and community focal points, such as Downtown.*
- 10-P-34 Identify appropriate regional and local routes for transport of hazardous materials and wastes. Ensure that fire, police, and other emergency personnel are easily accessible for response to spill incidences on such routes.*
- 10-P-35 Require historical assessments and/or sampling as part of the environmental review process for redevelopment projects in the Loveridge and Northeast River subareas. Ensure that contamination from industrial waste is mitigated before redevelopment occurs.*

10.4 EMERGENCY MANAGEMENT

In 1999, Pittsburgh approved an update to the 1996 Emergency Response Plan that addresses potential impacts from a major earthquake, hazardous materials incident, flood, national security emergency, wildfire, landslide, or dam failure. The objectives of the plan are to reduce injury, loss of life, and destruction of property through effective management of emergency forces.

The Emergency Plan indicates that a major earthquake in the San Francisco Bay Region would result in widespread damage, large numbers of casualties, and disruption of infrastructure such as transportation, utility service, emergency services, and medical response. It is likely that Pittsburgh would experience non-structural property damage and utility service interruptions following strong seismic activity on the Concord-Green Valley Fault. However, the potentially catastrophic effects of an earthquake on the Hayward Fault would more than likely exceed the response capabilities of both the City and the County.

A particular concern for the City is the possibility of an earthquake triggering an industrial disaster. The density of petroleum and chemical industries and the trans-shipping of military explosives result in large quantities of potentially explosive, flammable and poisonous materials being stored, processed and transported through Pittsburgh and throughout the County. The City works

together with industry to encourage modernization and seismic retrofit of industrial facilities.

GOALS: EMERGENCY MANAGEMENT

10-G-11 Ensure emergency response equipment and personnel training are adequate to follow the procedures contained within the Emergency Response Plan for a major earthquake, wildland fire, or hazardous substance event.

POLICIES: EMERGENCY MANAGEMENT

10-P-36 Maintain, modernize, and designate new sites for emergency response facilities, including fire and police stations, as needed to accommodate population growth.

10-P-37 Prepare and disseminate information to local residents, businesses, and schools about emergency preparedness and evacuation routes, including hazardous materials spills.

10-P-38 Ensure that critical facilities, including medical centers, police and fire stations, school facilities, and other structures that are important to protecting health and safety in the community, remain operative during emergencies.

10-P-39 Strive to maintain a ratio of 1.8 sworn police officers per 1,000 residents.

11 PUBLIC FACILITIES

This element addresses the provision of public services and facilities, including water supply and distribution, wastewater collection and treatment, solid waste collection and disposal, fire protection, and public utility corridors. Figure 11-1 illustrates major public facilities within the City's Planning Area. Parks and recreation facilities are discussed in Chapter 8: Youth and Recreation.

11.1 WATER SUPPLY AND DISTRIBUTION

Pittsburg obtains raw water from the Contra Costa Water District (CCWD), through the Central Valley Project (CVP). The CCWD's current contract for its entire service area is for 195,000 acre-feet per year (af/y), or 174 million gallons per day (mgd). However, these allocations are subject to regulatory or other temporary restrictions that may be imposed arising from drought or other conditions. In addition to its CVP contract, CCWD has negotiated water rights with a number of local districts and private entities, including the East Contra Costa Irrigation District. These agreements bring CCWD's total annual supply to 242,700 af/y. The City also supplements its CCWD water supply with two wells, located at City Park and at Dover Way and Frontage Road. Combined yield of both wells in Pittsburg is 1,500 af/y.

The City operates its own water treatment plant and associated infrastructure facilities, which primarily serve customers within City limits. The Pittsburg treatment plant currently operates at 16 to 18 mgd for City accounts. Although it is restricted to 24 mgd by State Health Department permitting and stringent water quality regulations, the plant has a hydraulic design capacity of 32 mgd. This design capacity is sufficient to meet the 2020 maximum day requirements of 30.5 mgd.

Treated water is distributed throughout Pittsburg via a 122-mile system of pipeline, in addition to several pump stations and seven reservoirs. Recent construction of the Oak Hills IV Reservoir and Highlands Reservoir, both along the City's southern boundary, bring the City's year 2000 reservoir capacity to 16.9 mg.

HISTORIC WATER USE

In the last decade, water consumption in Pittsburg ranged from a high of 208 gpcd in 1988 to a drought-induced low of 138 gpcd in 1991. The greatest amount of water use occurs during the summer months, when usage is heavily influenced by extensive landscape irrigation. Population growth is the primary factor affecting

Chart 11-1
Pittsburg Water Accounts by Land Use

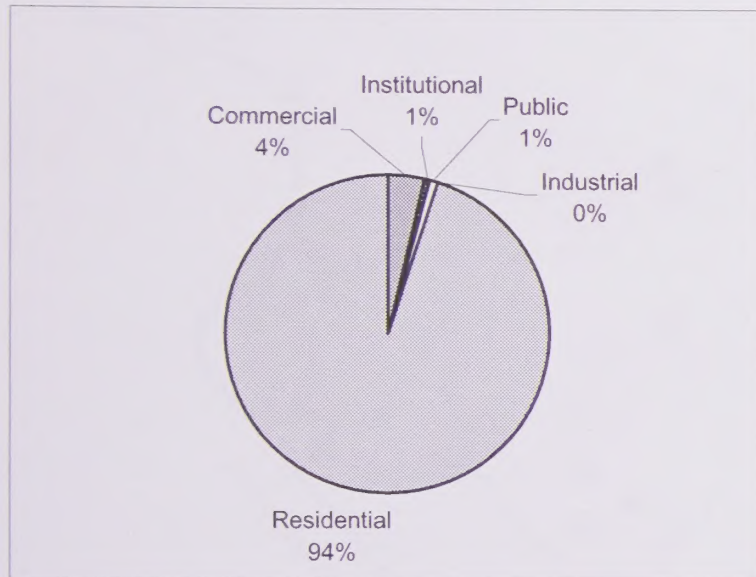
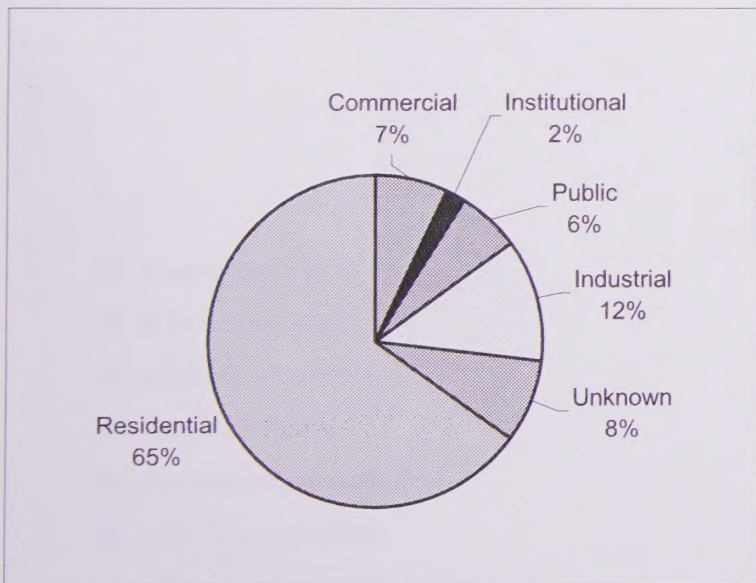


Chart 11-2
Pittsburg Water Usage by Land Use



Note: "Unknown" water usage is the difference between water production and customer metering, less internal service.

Source: 1995 Pittsburg Urban Water Management Plan; Dyett & Bhatia.

the City's water demand. In 1995, per capita water use was approximately 170 gallons per day, totaling 3,000 million gallons per year (mgy).

The rate of water consumption by different uses in the City is not proportional to the number of accounts by corresponding uses. As shown in Charts 11-1 and 11-2, residential users represented 95 percent of total accounts, but only 65 percent of total water usage in 1995. Although industrial users held less than 1 percent of all accounts, they represented 12 percent of total water consumption. Such disparities in usage should be considered when analyzing the potential impacts of different types of development on the City's water supply.

PROJECTED WATER DEMAND

Water demand projections are primarily dependent on increases in the City's population base (see Table 11-1). Average demand per day (gpcd) is based on the per capita water consumption rate of 180 gpcd, established by the Pittsburg Water System Master Plan (2000). By 2020, Pittsburg residents will be demanding approximately 15.0 million gallons per day (mgd) and 456 million gallons per month (mgm), for a total annual water demand of 5,500 million gallons per year (mgy). Maximum daily demand during peak season is anticipated to reach 31.5 mgd, or 35,300 af/y, by 2020.

According to the Pittsburg Water System Master Plan (2000), additional storage needs by year 2020 include a minimum combined capacity of 7 mg in order to meet operational, fire flow, and emergency storage demands. Water storage capacity will total 23.9 mg by General Plan buildout.

Expansion of Water Service Area

For new areas outside of CCWD to be serviced by CCWD water supplies, annexation must be approved by the Local Agency Formation Commission (LAFCo). Additionally, inclusion of the new areas into the CVP contractual service area must be approved by the U.S. Bureau of Reclamation (USBR). CCWD annexation is normally included as part of a reorganization application by the City of Pittsburg to the LAFCo. USBR's review of the inclusion application includes meeting federal statutes and regulations, including the Endangered Species Act (ESA).

For CCWD to issue a Confirmation Letter (of water supply) to the City of Pittsburgh for new annexation areas, CCWD needs: (1) inclusion approval from USBR, and (2) issuance of a *de minimis* determination that the cumulative increase in water demand does not exceed 5 percent of the projected buildout water demands as presented in the Los Vaqueros Project (LVP) EIR/S (1993; Table 1). The projected buildout water demands for the eight areas currently outside the LVP Planning Area is 930 af/y, or half of one percent (.005) of LVP critical year buildout demand. This demand, when combined with other known projects, currently falls within the acceptable five percent deviation; however, development timing with respect to other future projects will be a factor for issuance of *de minimis* determinations for future Pittsburgh projects.¹

WATER CONSERVATION

Water conservation first became an issue during the 1976-77 drought, and then again with the 1991 drought. Initial conservation measures involved requiring the installation of water meters and increasing the use of drought-tolerant plants in public landscaping. In addition, residents voluntarily reduced water use. The City also implements various Best Management Practices (BMPs) aimed at water conservation, as a signatory to the Urban Water Management Council.

¹ Written correspondence: Gregory Gartrell, Contra Costa Water District, March 12, 2001, "Comment on Draft EIR for the Pittsburgh General Plan Revision".

Table 11-1**Water Demand Projections, Pittsburg: 1990-2020**

Year	Population	Average Demand per Day (mgd)*	Maximum Demand per Day (mgd)	Average Demand per Month (mgm)	Total Demand per Year (mgy)
1990	46,500	8.7	n/a	260	2,700
1995	51,500	8.8	n/a	265	3,000
2000	57,000	10.3	21.5	308	3,700
2005	62,200	11.2	23.5	342	4,100
2010	67,800	12.2	25.6	375	4,500
2015	73,900	13.3	27.9	408	4,900
2020	83,600	15.0	31.5	456	5,500

* Based on assumed 180 gallons per capita per day (gpcd).

Source: Pittsburg Water System Master Plan, 2000, Dyett & Bhatia, 2001.

Pittsburg's current water conservation program includes education and public information, municipal water management programs, regulations involving landscaping and requirements for efficient water use during shortages, and an increased capacity of its water treatment plant. Six additional conservation measures are currently being implemented by the City, including a water rate structure to encourage conservation, stricter plumbing codes, public education, water-efficient landscaping, studying expanded reclaimed water usage, and a leak detection survey and repair program. Finally, the construction of the new Delta Diablo Sanitation District (DDSD) Reclamation Plant will provide residential, business, and City-owned properties with recycled water supplies for landscaping.

GOALS: WATER SUPPLY AND DISTRIBUTION

11-G-1 Available water supply and distribution capacity grow proportionally with development patterns and water usage trends.

11-G-2 Continue to implement water conservation policies to ensure adequate supplies of water in the future.

POLICIES: WATER SUPPLY AND DISTRIBUTION

- 11-P-1 Continue using the Urban Water Management Plan as the mechanism for detailed water supply planning, implementation, and conservation.*
- 11-P-2 Implement, as needed, replacements and/or expansions to the existing system of water mains through the City's Capital Improvement Program.*
- 11-P-3 Continue water district and user conservation efforts to help reduce demand in light of recent Contra Costa Water District raw water reductions.*

In an attempt to preserve Delta species and habitat, the Central Valley Project (CVP) mandated reductions in the amount of raw water available to the CCWD. Current water conservation efforts in the City include:

- Implementation of a water rate structure that encourages conservation;
- Implementation of plumbing code changes requiring ultra-low-flow toilets in new construction;
- Continuance of public education on water conservation;
- Passage of a Water-Efficient Landscape Ordinance for new large-scale landscaping;
- Study of expanded reclaimed water usage; and
- System-wide water audit/leak detection survey and repair program.

- 11-P-4 Work with Contra Costa Water District to develop a program ensuring adequate provision of raw water supplies during potential emergency water demands.*

Although the current available supply is adequate to accommodate future growth under normal conditions, the City should continue to stress water conservation policies in case of unforeseen shortfalls or periods of drought.

- 11-P-5 Work with Contra Costa Water District in planning the development of new pressure zones as needed to ensure adequate fire flows in hillside areas.*

As the City expands into the southern hills, additional water pressure zones may be required to provide higher elevations with sufficient water for fire protection, particularly as these areas are more susceptible to urban/wildland fire hazards. The need for these should be examined as part of the next update of the Urban Water Management Plan.

- 11-P-6 Continue water conservation efforts from industrial facilities.*

Water conservation efforts by industrial users can significantly decrease water consumption, especially during peak demand periods. Measures relevant to industrial users include continued enforcement of the 1992 Water-Efficient Landscape Ordinance and participation in a wastewater reclamation feasibility study. If proven feasible, implementation of the Landscape Ordinance in conjunction with use of reclaimed wastewater for landscape irrigation can help to reduce industrial water demand.

- 11-P-7 Ensure that new residential, commercial, and industrial development equitably shares costs associated with providing water services to areas of urban expansion within the Planning Area.*

- 11-P-8 Develop and implement a Recycled Water Ordinance, requiring the installation and use of recycled water supplies from the new DDSD Reclamation Plant.*

- 11-P-9 Cooperate with CCWD to ensure compliance with District regulations and State law for new development requiring annexation to the CCWD service area. Cooperate with CCWD in processing all necessary information to allow a determination if Los Vaqueros facilities can be used to service new annexation areas.*

- 11-P-10 Cooperate with federal agencies to ensure that new development requiring inclusion into the CCWD Central Valley Project contract service area addresses all requirements of federal statutes and regulations, including the*

National Environmental Policy Act (NEPA) and Endangered Species Act (ESA). Encourage project developers to provide all required information for consultation purposes, if necessary, under ESA Sections 7 or 10, or a Habitat Conservation Plan.

11.2 WASTEWATER COLLECTION AND TREATMENT

Sewer services in the Planning Area are provided by the City and the Delta Diablo Sanitation District (DDSD). The City maintains and owns the local sewage collection system, and DDSD owns and operates the collection system in Bay Point. The District also owns and operates regional interceptors and the sewage treatment plant located north of the Pittsburg-Antioch Highway. DDSD's service area encompasses Pittsburg, Bay Point, and Antioch.

The oldest portions of Pittsburg's sewage collection system were constructed in the early part of this century to serve what is now Downtown. The system has since evolved into two distinct sections: the older portion north of State Route 4, and the portion serving newer areas south of the highway. Sewer lines serving residential, commercial, and industrial development north of State Route 4 drain to DDSD's Pittsburg Pump Station located south of Marina Park; wastewater from developments south of State Route 4 enters the DDSD interceptor system on Pittsburg-Antioch Highway.

The City's collection system consists of approximately 95 miles of sewer lines ranging in diameter from 6 to 36 inches, and one sewage lift station. The DDSD treatment plant—located north of Pittsburg-Antioch Highway, just east of Pittsburg City limits—has the capacity to treat approximately 16.5 million gallons of sewage per day (mgd). The annual average flow treated in 1999 was 13.6 mgd. The DDSD has adopted a district Master Plan that includes phased treatment plant expansion to ultimately provide 24.0 mgd (average dry weather flow) capacity in order to accommodate anticipated General Plan buildout for the communities of Pittsburg, Antioch, and unincorporated Bay Point.

Table 11-2
Wastewater Flow Projections, Pittsburg

Land Use	Unit	# of Units at Buildout	Unit Flow Factor (gpd/ unit)	Total GPD at Buildout
Single Family	dwelling units	17,056	220	3,752,305
Multi-Family	dwelling units	11,958	170	2,032,831
Commercial	acre	839	1,000	839,000
Industrial	acre	1,429	600	857,400
Schools	student	15,860	15	237,900
Total				7,719,437

Source: Pittsburg Collection System Master Plan, September 1990; Dyett and Bhatia.

PROJECTED WASTEWATER DEMAND

Wastewater flow projections are based on the amount of residential units, commercial and industrial acreage, and student population estimated at buildout of the General Plan (see Table 11-2). The City's Collection System Master Plan (September 1990) identifies the wastewater flow units factors used for the projection. Residential units are projected to generate 5.8 mgd, while commercial and industrial users are projected at 1.7 mgd.

The City has an agreement with DDSD that provides for the concurrent annexation on new urban lands into both City and District boundaries, and authorizes that City to collect annexation fees on the District's behalf.

GOALS: WASTEWATER COLLECTION AND TREATMENT

- 11-G-3 Plan for expansion of the City's wastewater collection system, in order to provide necessary infrastructure for projected urban growth through 2020.*
- 11-G-4 Maintain environmentally appropriate wastewater management practices.*
- 11-G-5 Reduce rainfall-dependent infiltration and inflow, in order to maintain capacity of existing collection system, and prevent Sanitary Sewer Overflows (SSO).*

POLICIES: WASTEWATER COLLECTION AND TREATMENT

- 11-P-11 Work with Delta Diablo Sanitation District (DDSD) in planning the expansion of the wastewater treatment plant.*
- 11-P-12 Pursue replacement and/or expansion of the City's trunk sewer system, as demand increases, particularly in newer portions of the system south of State Route 4.*

New development south of State Route 4 places increased demand on the City's aging sewer collection system. The expansion of the trunk sewer

system would ensure adequate capacities for future growth, particularly during heavy rainfall when inflow/infiltration levels are high.

11-P-13 Address deficiencies in the capacity, safety and reliability of the collection system as identified in the 1990 and subsequent Collection System Master Plans.

11-P-14 Restrict construction of sensitive receptors, such as residential units, schools or churches, within 1000 feet from wastewater treatment units. Prohibit construction of sensitive receptors within 0.5 miles of the wastewater treatment plant.

This policy maintains the District's current buffer for both safety and odor impacts. Although not currently in use, the District stores large volumes of acutely hazardous materials on-site for potential use in wastewater treatment that could cause extensive harm to receptors upon accidental release. Furthermore, this policy will contribute to the reduction of costs the District pays for extensive odor control.

11-P-15 Work with Delta Diablo Sanitation District (DDSD) to promote the use of recycled water for irrigation of large planted areas, such as business/industrial campus projects, City parks, and street medians .

The District is constructing a Reclamation Plant and significant pipelines, with a scheduled start-up date in late 2000, to deliver recycled water to two power plants and several parks in the City of Pittsburg. Discovery of safe uses of reclaimed wastewater will ultimately result in using less potable water for landscape irrigation and reducing overall raw water demands. Both the Delta Energy Center and the Los Medanos Energy Center will use large amounts of DDSD reclaimed water, while the City will be using it for irrigation at Central Park, Truck Bypass Route, and the Eighth Street Corridor.

11-P-16 Work with Delta Diablo Sanitation District (DDSD) to ensure that industrial discharge is monitored and that wastewater quality continues to meet various Federal, State, and regional standards.

11-P-17 Require that all wastewater dischargers within the City conform to the ordinances of the Delta Diablo Sanitation District (DDSD).

11-P-18 Ensure that new residential, commercial, and industrial development equitably share costs associated with providing wastewater services to areas of urban expansion within the Planning Area.

11.3 SOLID WASTE



Solid waste pickup and disposal for Pittsburg and a small portion of Bay Point is provided by Pittsburg Disposal Services (PDS). Allied Industries provides disposal services for the remaining areas of Bay Point. Residential and commercial solid waste is disposed at Potrero Hills Landfill, located east of Suisun City, while non-recyclable industrial waste is transported to Keller Canyon Landfill, located southeast of City limits within the Planning Area. These landfills replaced the now-closed Contra Costa Sanitary Landfill.

Potrero Hills Landfill, a regional waste disposal facility, serves portions of Solano and Contra Costa Counties. A Class III Landfill, it began operation in 1986 and has a projected life of 17 to 20 years. However, Potrero Hills Landfill Company owns adjacent acreage that may allow expansion of the existing facility. In 1996, 53 percent (194,157 tons) of waste disposed at Potrero Hills Landfill originated from the Contra Costa Recycling Center and Transfer Station located in Pittsburg. Of this amount, approximately 62,010 tons were from Pittsburg.

Keller Canyon Landfill services eastern and central portions of Contra Costa County. A Class II facility, it opened in 1990 and has a projected lifespan of 40-years. Of the 244 acres permitted for disposal, 40 acres are currently in use. Pittsburg disposes approximately 3,000 tons of industrial solid waste annually at this site.

CURBSIDE RECYCLING

A voluntary curbside recycling program is in place in Pittsburg. The program is operated by PDS, which expanded in 1990 to serve 11,000 single-family households. Materials accepted for recycling include plastic, glass, aluminum, tin, newspaper, white and colored paper, magazines, and cardboard. Recyclables are picked up once a week along with regular waste, and then processed at a facility owned by PDS. In addition, yard waste collection services are provided every other week.

The City's Source Reduction and Recycling Element (SRRE), pursuant to the California Integrated Waste Management Act (1989), documents how source reduction, recycling, composting, and public education will contribute to the diversion of solid wastes from local landfills. In 1990, the curbside recycling program diverted 10.5 percent (2,350 tons) of the residential waste stream and five percent of waste generated by all uses. Table 11-3 describes diversion rates for specific materials.

The City has been aggressive in implementing the programs outlined in the SRRE to reach the mandated 50 percent diversion goal set by the California Integrated Waste Management Act of 1989. The City has reached this goal, but continues to use source reduction, recycling, composting, and public education programs to maintain this goal.

GOALS: SOLID WASTE

- 11-G-6 *Continue reduction and recycling efforts within the City to divert increasingly larger portions of the waste stream from local landfills.*
- 11-G-7 *Manage solid waste so that State diversion goals are met.*

POLICIES: SOLID WASTE

- 11-P-19 *Support the implementation of program tasks within the Source Reduction and Recycling Element.*

Table 11-3
Pittsburg Recycling Diversion Rates, 1990

<i>Material</i>	<i>Diversion Rate</i>	<i>Tons</i>	<i>Percent of Waste Stream</i>
Newspaper	62%	1490	3.2%
Glass	53%	419	0.9%
PET Plastic	41%	31	0.07%
Aluminum Cans	49%	77	0.2%

Source: Pittsburg Source Reduction and Recycling Element, 1992

11-P-20 Work with Pittsburg Disposal Services to increase participation in curbside recycling programs for residential neighborhoods.

11-P-21 Promote the importance of recycling industrial and construction wastes.

Industrial and commercial uses create significantly higher waste streams than do residential uses. The diversion of recyclable materials from commercial and industrial uses would greatly reduce the waste tonnage sent to local landfills each day.

11-P-22 Prepare and distribute informational handouts to the public regarding opportunities to reduce waste at homes and businesses, as well as methods of safe disposal of hazardous materials.

11-P-23 Encourage builders to incorporate interior and exterior storage areas for recyclables into new or remodeled residential, commercial, and industrial structures.

11.4 FIRE PROTECTION

The risk of both urban and wildland fires exists in the Planning Area. The Contra Costa County Fire Protection District (CCCFPD), which provides fire protection services to the Pittsburg Planning Area, receives approximately 42,000 urban fire calls per year from within the district. About 10,500, or 25 percent, of these calls are from East County, which includes Pittsburg. The District operates out of 29 fire stations located throughout its jurisdictional area. CCCFPD also maintains mutual-aid agreements with the East Diablo Fire Protection District, East Bay Regional Park District, California Department of Forestry, and private industrial companies located within its jurisdiction. These agreements provide the District with emergency response assistance on an as-needed basis.

The response time goal for the District is to provide service within five minutes of notification. Generally, service can be provided in this time frame to areas located within 1.5 miles of a fire station. The Insurance Service Office (ISO) – a private

organization that surveys fire departments in cities and towns across the United States – awarded Pittsburg's Fire Department a Class Three ratio (One being highest and Ten being lowest). This rating considers a community's fire defense capacity vs. fire potential, and then uses the score to set property insurance premiums for homeowners and commercial property owners.

Fire Protection Facilities

Battalion 8 of the District provides fire protection and suppression services for Pittsburg, Antioch, and surrounding unincorporated areas such as Bay Point. There are a total of eight stations in the battalion. Four fire stations—Stations 84, 85, 86, and 87—currently serve Pittsburg and Bay Point. While Table 11-4 lists station facilities, Figure 11-2 shows station locations and 1.5-mile response radii.



Table 11-4
Fire Station Locations and Facilities, Pittsburg Planning Area

	<i>Location</i>	<i>Facilities</i>
Station 84	200 East Sixth Street, Pittsburg	Quint, Powerwagon
Station 85	2555 Harbor Street, Pittsburg	Engine, Powerwagon
Station 86	3000 Willow Pass Road, Bay Point	Engine, Powerwagon
Station 87	800 West Leland Road, Pittsburg	Engine, Powerwagon

Source: Contra Costa County Fire Protection District

The District operates a countywide early warning system for industrial fires. Called the Community Warning System (CWS), sirens installed at industrial facilities automatically sound when an incident occurs. The system alerts residents via television and radio announcements.

Fire Hazard Areas

Wildland fire risk can be determined through a system developed by the California Division of Forestry. The system rates fire risk by analyzing three conditions:

- Frequency of critical fire weather;
- Percentage of slope within a given area; and
- Existing vegetation (density and type).

Areas in Pittsburg representing the greatest risk are in the hills south of the City, which are brown and dry for much of the year. Wildland fires in East Contra Costa County are a continuous threat, with the highest risk occurring during the wildland fire season, from June to October. Much of the threat is due to open grasslands abutting residential developments. As Pittsburg continues to expand, more of these urban-rural interface areas are created.



GOALS: FIRE PROTECTION

- 11-G-8 Require development in areas of high fire hazard to be designed and constructed to minimize potential losses and maximize the ability of fire personnel to suppress fire incidents.*

POLICIES: FIRE PROTECTION

- 11-P-24 Amend the subdivision regulations to include a requirement for detailed fire prevention and control, including community firebreaks, for projects in high and extreme hazard areas.*

Areas of high and extreme fire hazard include the Planning Area's southern hills. Preparation of detailed fire prevention plans will ensure that new development in extreme hazard areas accounts for potential fire hazards and control measures. The construction of fire-breaks in areas of extreme fire hazard, such as estate residential development in hillside areas, will increase the District's chances of halting and subduing a potential wildland fire incident.

- 11-P-25 Review and amend ordinances that regulate development in potentially hazardous locations to require adequate protection, such as fire-resistant roofing, building materials, and landscaping.*

Using fire-resistant construction materials and landscaping will both slow the pace at which fire spreads and improve the likelihood that the structure will survive a fire incident.

- 11-P-26 Cooperate with Contra Costa County Fire Protection District (CCCYPD) to ensure that new or relocated fire stations are constructed on appropriate sites within the 1.5-mile response radii from new or existing development.*

Further development in the southern hills may necessitate the construction of a new fire station by 2020. Additional fire protection

facilities may be necessary to ensure the safety of residents within urban-rural interface hazard areas.

- II-P-27 Cooperate with CCCFPD in obtaining sites to either relocate or establish new City fire stations within City limits to provide more efficient response times.*
- II-P-28 Cooperate with CCCFPD in obtaining a site for a new fire station (or relocation of Station 86) south of State Route 4 and west of Bailey Road.*
- II-P-29 Ensure adequate road widths in new development for fire response trucks, per the subdivision regulations.*



11.5 PUBLIC UTILITIES

Construction of City-owned capital facilities and infrastructure must keep pace with the rate of urban development. The provision of public utilities, such as electricity, telephone, and cable connections, is integral to the development of urban land uses.

MULTI-USE OF UTILITY CORRIDORS

The existing PG&E power line corridor bisects the City of Pittsburgh from the Mirant (formerly PG&E) Power Plant along Suisun Bay in the north to the rolling hills in the southern portion of the Planning Area. This corridor is currently used only as an open space area over which power transmission lines and towers stand. The City could work with Mirant to transform this underutilized corridor into more useful public space, such as open space habitat or trails, parks and playing fields.

GOALS: PUBLIC UTILITIES

- 11-G-9 Assess the adequacy of public utilities in existing developed areas, and program needed improvements to coordinate with developing portions of the Planning Area.*
- 11-G-10 Encourage buffer landscaping and multi-use of utility sites and rights-of-way to harmonize with adjoining uses.*

POLICIES: PUBLIC UTILITIES

- 11-P-30 Continue to rely on the five-year Capital Improvement Program to provide for needed utilities in relation to the City's financial resources.*
- 11-P-31 Work with Mirant Power Plant to acquire and/or develop transmission line corridors for attractive, community-serving, compatible uses, such as:*

- *Open space habitat.* More intensive planting would provide a wildlife habitat corridor within the City.
- *Passive recreational uses.* A tremendous opportunity for parks, playing fields, and trails linked to the regional network.

11-P-32 Ensure the designation of service corridor easements or routes when required for tentative map or specific plan approval.

Ensure the provision of public utilities to all new urban development by requiring utility corridor easements in development plans.

11-P-33 As a condition of approval, ensure that all new and redevelopment projects underground utility lines on and adjacent to the site.

Undergrounding of all utilities in new and redeveloped areas will significantly improve the appearance of City streets and views.



1. The first section of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes the need for transparency and accountability in all financial dealings.

2. The second section outlines the various methods and tools used to collect and analyze data. It includes a detailed description of the data collection process, from initial data gathering to final analysis and reporting.

3. The third section provides a comprehensive overview of the results of the data analysis. It includes a series of tables and charts that illustrate the key findings of the study.

4. The fourth section discusses the implications of the findings and offers recommendations for future research and practice. It highlights the need for continued monitoring and evaluation of the system.

5. The fifth section provides a summary of the entire document, reiterating the main points and conclusions. It also includes a list of references and a glossary of terms.

I 2 NOISE

This element outlines a comprehensive program of achieving acceptable noise levels throughout Pittsburg, and ensures compliance with State noise requirements. Significant noise sources in Pittsburg include major transportation corridors, such as State Route 4 and arterial roadways.

12.1 NOISE MEASUREMENT

Noise can be defined as a sound or series of sounds that are intrusive, irritating, objectionable and/or disruptive to daily life. Noise varies widely in its scope, source, and volume, ranging from individual occurrences such as a lawn mower to the intermittent disturbances of rail yard whistles to the fairly constant noise generated by traffic on freeways.

Noise is primarily a concern when in the vicinity of noise-sensitive uses such as residences, schools, churches, and hospitals. Noise is controlled around other uses as well, although levels rarely exceed the recommended maximum. The known effects of noise on humans include hearing loss, communication interference, sleep interference, physiological responses, and annoyance.

NOISE MEASUREMENT

Three aspects of community noise are important in determining responses, and are therefore measured and described when assessing the noise environment:

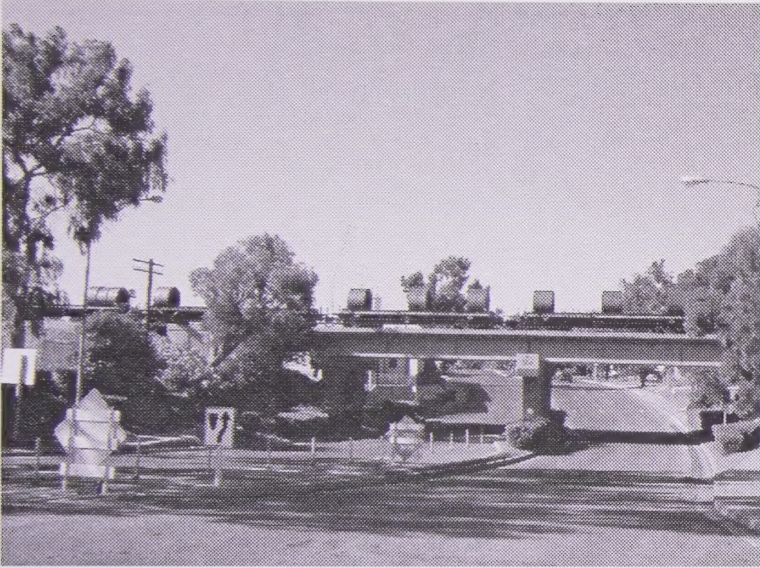
1. *Level* (that is, magnitude or loudness) of the sound. Sound levels are measured and expressed in decibels (dB), with 10 dB roughly equal to the threshold of hearing and 120dB the threshold of pain.
2. *Frequency* composition or spectrum of the sound. Frequency is a measure of the pressure fluctuations per second, measured in units of hertz (Hz).
3. *Variation* in sound level with time, measured as noise exposure. Most community noise is produced by many distant noise sources, including identifiable events of brief duration, such as power plant stack “blows”, which cause the community noise level to vary from instant to instant. A single number called the equivalent sound level or L_{eq} describes the average noise exposure level over a period of time.

When noise levels are reported, they are expressed as a measurement over time in order to account for variations in noise exposure. Levels also account for varying degrees of sensitivity to noise during daytime and nighttime hours. The

Community Noise Equivalent Level (CNEL) and Day-Night Noise Level (Ldn) both reflect noise exposure over an average day with weighting to reflect this sensitivity. The CNEL is the reference level for State Noise Law and is used to express major continuous noise sources, such as aircraft or traffic.

Knowledge of the following relationships is helpful in understanding how changes in noise and noise exposure are perceived:

- Except under special conditions, a change in sound level of 1 dB cannot be perceived;
- A 3 dB change is considered a “just-noticeable” difference;
- A 5 dB change is required before any noticeable change in community response would be expected. A 5 dB change is often considered a significant impact; and
- A 10 dB change is subjectively heard as an approximate doubling in loudness and almost always causes an adverse community response.



12.2 EXISTING NOISE

The major sources of noise in Pittsburg include auto traffic on arterial streets and State Route 4, and railroad pass-bys. Noise produced by industrial facilities has an insignificant effect on the City's noise environment. As part of the General Plan Update process, a community noise analysis was performed to evaluate existing noise conditions in the City, as shown in Figure 12-1.

TRAFFIC NOISE

Traffic noise depends primarily on the speed of traffic and the percentage of truck traffic; traffic volume does not have a major influence on traffic noise levels. The primary source of noise from automobiles is high frequency tire noise, which increases with speed. In addition, trucks and older automobiles produce engine and exhaust noise, and trucks also generate wind noise. While tire noise from autos is generally located at ground level, truck noise sources can be located as high as ten to fifteen feet above the roadbed due to tall exhaust stacks and higher engines; sound walls are not effective for mitigating such noise unless they are very tall.

According to common practice, maximum noise levels of 60 dB are considered "normally acceptable" for unshielded residential development. Noise levels from 60 to 70 dB fall within the "conditionally unacceptable" range, and those in the 70 to 75 dB range are considered "normally unacceptable."



Traffic Noise Levels

The Pittsburg Planning Area is subject to noise impacts from a number of transportation corridors. Roads and highways, or portions thereof, that impact sensitive receptors (that is, produce noise levels greater than 60 dB) include:

- State Route 4;
- Port Chicago Highway;
- Pittsburg-Antioch Highway;
- Bailey Road;
- Willow Pass Road;
- East Leland Road;
- Railroad Avenue;
- Buchanan Road;
- Harbor Street; and
- Loveridge Road.

By far the greatest contributor to noise in the Planning Area is traffic on State Route 4, producing noise levels exceeding 60 dB over approximately 2,000 feet (more than one-third mile) both north and south of the highway. This area includes adjacent neighborhoods throughout the length of the highway. Neighborhoods located at the convergence of State Route 4, Railroad Avenue, and the Burlington Northern & Santa Fe (BNSF) railroad tracks are particularly susceptible to noise levels above 60 dB. Much of Bay Point is also susceptible to high noise levels due to its proximity to the BNSF and Southern Pacific railroads, State Route 4, Bailey Road, and Port Chicago Highway.

RAILROAD NOISE

Activity on the BNSF and Southern Pacific railroads represents significant sources of noise in the Planning Area. Noise levels reaching 70 dB exist along the length of both railroads, affecting adjacent noise-sensitive uses. Residential neighborhoods are located south of the railroad tracks in both Pittsburg and Bay Point, and north of the tracks in Pittsburg's Downtown. Factors that may influence the overall impact of railroad noise on noise-sensitive uses include its intermittent nature and the lack of sound walls or other barriers between the tracks and adjacent uses.

Pittsburg-Bay Point BART Station

The Pittsburg-Bay Point BART Station, which began operations in 1996, is located at the southwest corner of the State Route 4/Bailey Road interchange. On a typical weekday, 75 trains provide service from this station to other stations in the BART system. BART rail tracks are located in the median of State Route 4, contributing to the general noise environment of the Planning Area between the western city limits and the BART station. A new station, proposed for the State Route 4/Railroad Avenue intersection, would extend the BART noise corridor over three miles into the center of the City.

BART has established maximum pass-by exterior noise levels for its transit operations. These noise levels are higher than typical standards for noise sensitive uses because they are based on individual noise events rather than average noise levels over a period of time. The impact of BART pass-by noise on CNEL levels will depend on the frequency and duration of the train pass-bys.

INDUSTRIAL NOISE

Intermittent noise occurrences from local industrial activities are by themselves insignificant, but contribute to overall noise levels within the City. Truck traffic generated by local industrial uses also contributes to noise levels along arterial roadways within the eastern portion of the City. The Mirant (formerly PG&E) Power Plant located along the northern waterfront emits stack "blows" which can be heard in Downtown and adjacent areas.



Table 12-1
Projected Traffic Noise Level Changes at
Buildout, City of Pittsburgh

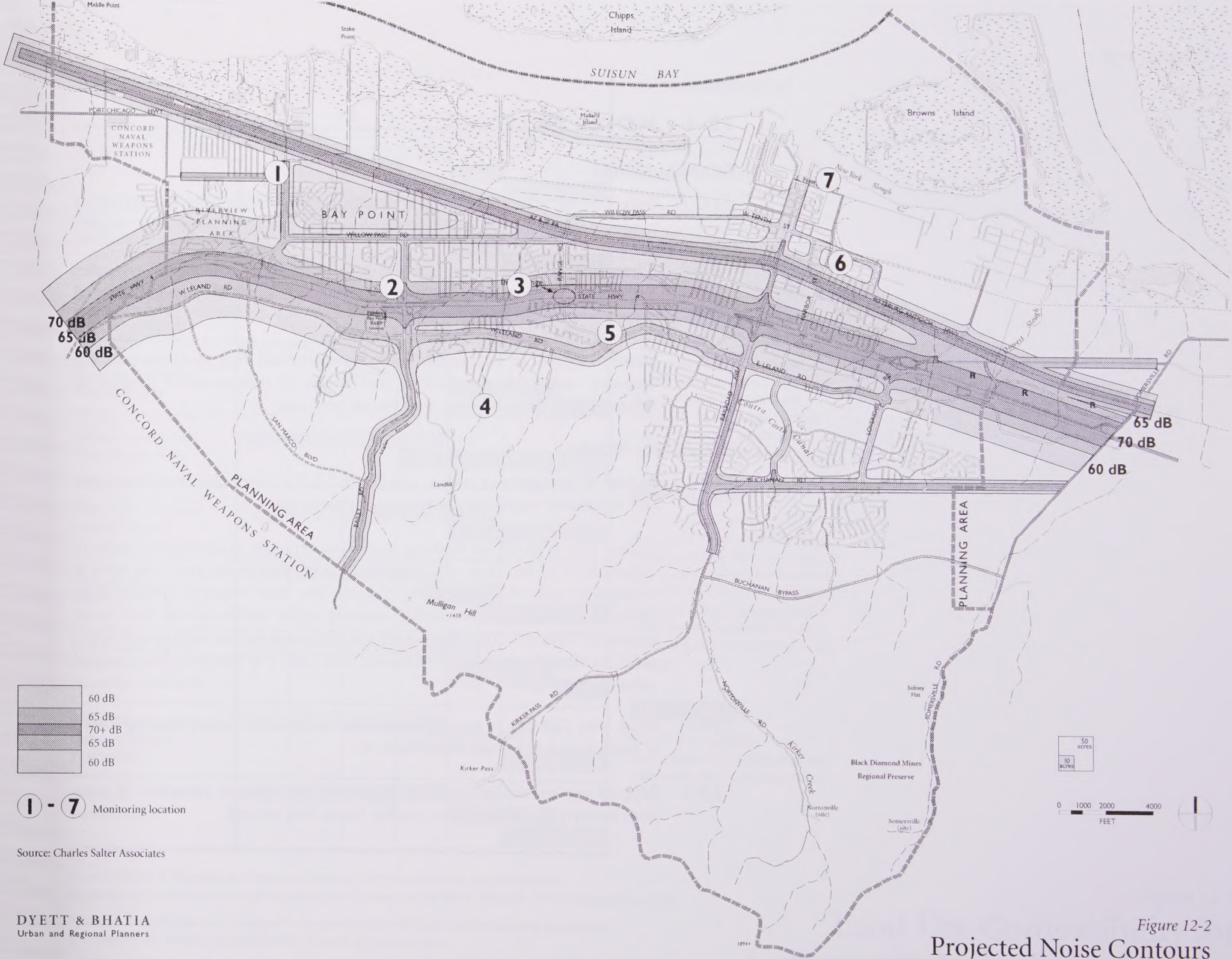
	Affected Roadway Segments	Predicted Noise Level at 100 ft. (L _{dn})	Projected Noise Level at 1,000 ft. (L _{dn})
1	State Route 4	90 dB	75 dB
2	Pittsburg-Antioch Highway	79 dB	64 dB
3	Railroad Avenue	79 dB	64 dB
4	Willow Pass Road	79 dB	64 dB
5	Buchanan Road	78 dB	63 dB
6	East Leland Road	77 dB	62 dB
7	Bailey Road	77 dB	62 dB
8	Loveridge Road	75 dB	60 dB

Source: Charles Salter & Associates, 2000.

12.3 PROJECTED NOISE

Traffic forecasts to accommodate projected growth in the City were used to generate noise projections at General Plan buildout. Projected noise levels on local roadways are shown in Table 12-1. Two separate measurements (100 feet and 1,000 feet) were used to determine noise severity. The projected noise contours in Figure 12-2 reflect these measurements; however, the scale of the map restricts placement of additional contours above 70 dB along major transportation corridors.

Highest noise levels in Pittsburg will result along the State Route 4 corridor (90 dB), while above-acceptable noise levels will also result along many major arterial roadways (75 to 80dB). The excessive noise levels estimated along State Route 4 result from two primary factors: 1) BART rail lines running down the center median, with train pass-bys increasing average daily noise levels; and 2) heavy vehicle traffic along the highway corridor, which lies within a narrow right-of-way with residential development built up on either side. If train activity along the BNSF railroad right-of-way is increased, noise-sensitive land uses in proximity to the line could be exposed to excessive noise levels. Noise levels along the route would depend on the type of train vehicle and track improvements, the frequency of train pass-bys, and the location of train stations.



12.4 NOISE POLICIES

GOALS: NOISE

- 12-G-1 *Protect public health and welfare by eliminating or minimizing the effects of existing noise problems, and by preventing increased noise levels in the future.*
- 12-G-2 *Encourage criteria such as building design and orientation, wider setbacks, and intense landscaping in lieu of sound walls to mitigate traffic noise along all major corridors, except along State Route 4.*
- 12-G-3 *Continue efforts to incorporate noise considerations into land use planning decisions, and guide the location and design of transportation facilities to minimize the effects of noise on adjacent land uses.*

POLICIES: NOISE

- 12-P-1 *As part of development review, use Figure 12-3 to determine acceptable uses and installation requirements in noise-impacted areas.*

Figure 12-3 is based on land use and noise exposure compatibility levels in Appendix A of the State of California General Plan Guidelines. The table is consistent with the provision of State law that requires special noise insulation for new multi-family housing units within 60 dB Ldn noise exposure contours. The table's land use categories do not correspond to the land use classifications on the General Plan Land Use Diagram, but to actual uses in development projects.

- 12-P-2 *Work with Caltrans to provide sound walls designed to reduce noise by 10 dB in residential areas along State Route 4.*
- 12-P-3 *Support implementation of State legislation that requires reduction of noise from motorcycles, automobiles, trucks, trains, and aircraft.*

Land Use Category	Exterior Day/Night Noise Levels DNL or Ldn, dB					
	55	60	65	70	75	80
Residential— Single Family						
Residential— Multiple Family						
Transient Lodging— Motels, Hotels						
Schools, Libraries, Churches, Hospitals*, Nursing Homes						
Auditoriums, Concert Halls, Amphitheaters						
Sports Arena, Outdoor Spectator Sports						
Playgrounds, Parks						
Golf Courses, Riding Stables, Water Recreation, Cemeteries						
Office Buildings, Business Commercial and Professional						
Industrial, Manufacturing,						

INTERPRETATION

Normally Acceptable:
Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements

Conditionally Acceptable:
New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.

Normally Unacceptable:
New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

Clearly Unacceptable:
New construction or development clearly should not be undertaken.

Source: Office of Planning and Research, State of California General Plan Guidelines, Appendix A: Guidelines for the Preparation and Content of the Noise Element of the General Plan, 1998.

*Because hospitals are often designed and constructed with high noise insulation properties, it is possible for them to be satisfactorily located in noisier areas.

Figure 12-3
**Land Use Compatibility for
Community Noise Environments**

- 12-P-4 *Require noise attenuation programs for new development exposed to noise above normally acceptable levels. Encourage noise attenuation programs that avoid visible sound walls.*
- 12-P-5 *Require that applicants for new noise-sensitive development, such as schools, residences, and hospitals, in areas subject to noise generators producing noise levels greater than 65 dB CNEL obtain the services of a professional acoustical engineer to provide a technical analysis and design of mitigation measures.*
- 12-P-6 *Ensure that new noise-sensitive uses, including schools, hospitals, churches, and homes, in areas near roadways identified as impacting sensitive receptors by producing noise levels greater than 65 dB CNEL (Figure 12-1), incorporate mitigation measures to ensure that interior noise levels do not exceed 45 dB CNEL.*
- 12-P-7 *Require the control of noise at the source through site design, building design, landscaping, hours of operation, and other techniques, for new development deemed to be noise generators.*
- 12-P-8 *Develop noise attenuation programs for mitigation of noise adjacent to existing residential areas, including such measures as wider setbacks, intense landscaping, double-pane windows, and building orientation muffling the noise source.*
- 12-P-9 *Limit generation of loud noises on construction sites adjacent to existing development to normal business hours between 8am and 5pm.*
- 12-P-10 *Reduce the impact of truck traffic noise on residential areas by limiting such traffic to appropriate truck routes. Consider methods to restrict truck travel times in sensitive areas.*

I 3 HOUSING

This element addresses the provision of housing for all segments of the City's population. Existing population and employment information is presented, as well as a description of the local housing stock. Projected housing demand, constraints to housing production (both market and governmental), special housing needs, and preservation of assisted housing are discussed, in accordance with State law. Finally, housing policies and programs are presented.

However, this Housing Element is simply an update of demographic information and a review of housing policies and programs to ensure consistency with the General Plan update. A comprehensive update of the Pittsburg Housing Element will be conducted upon receipt of final housing needs projections from the Association of Bay Area Governments (ABAG) in 2001.



13.1 INTRODUCTION

Housing is a basic human necessity and the need for housing is shared by all residents. People want living spaces where they feel they have dignity, where they can express their individuality, where they can be comfortable and healthy.

Each city in the State of California is required by law to adopt and implement a Housing Element as a guide to decision-making within the local jurisdiction. Pursuant to Government code Section 65580 et. Seq. (AB2835), state housing goals and policies mandate a statutory requirement that each City include, as a mandatory component of its General Plan, a Housing Element which:

- Consists of standards and plans for the improvement of housing and for the provision of adequate sites for housing, and
- Makes "adequate provision for the housing needs of all segments of the community." (Government Code Section 65302©)

However, pursuant to the passage of AB 1744, (2000 California Statutes, Chapter 117), the State has determined that cities and counties within the San Francisco Bay Area may postpone the comprehensive update of their Housing Elements until December 2001. Therefore, this Housing Element was an update of demographic information based on the 1990 US Census, and a review of housing policies and programs to ensure consistency with the General Plan. A comprehensive update of the Pittsburg Housing Element will be conducted upon receipt of final housing needs projections.

PURPOSE

The purpose of this Housing Element is to provide the City of Pittsburg with a comprehensive set of guidelines for decisions affecting the availability of safe, affordable, and habitable housing within the community. Required as part of the General Plan under State Planning Law, the element examines the general areas of inadequate housing, safety, overcrowding, the homeless, overpayment, and discrimination. The document outlines the regional characteristics of the City of

Pittsburg and its existing housing stock, resources, constraints, special housing needs, trends, costs, and maintenance of neighborhood quality.

The Housing Element identifies programs that will maintain, improve and develop housing in several ways. Programs address affordability of units, condition of units, quantity of supply and access to housing opportunities. The City intends to continue the use of State and Federal funding in meeting identified housing needs, as well as to use City regulatory powers (such as permit approval) to encourage housing maintenance.

The Housing Element presents a realistically planned and coordinated set of actions that provide the opportunity for dealing with housing concerns on a long-range basis, and establishes recommended short-run programs in light of the community's specific housing needs. This document, therefore, should be used by local decision-makers, lenders, and developers to:

- Identify the City's existing housing conditions;
- Establish the direction of policies and guidelines to treat the issues of future housing availability and affordability; and
- To develop a balanced residential environment including access to jobs, community facilities and services.

STATE HOUSING OBJECTIVES

The State of California seeks to fulfill the following housing objectives:

1. To provide for decent housing for all persons regardless of age, race, sex, marital status, source of income, or other arbitrary factors.
2. To provide adequate housing by location, type, price, and age.
3. To develop a balanced residential environment including access to jobs, community facilities, and services.



HOUSING ELEMENT GOALS

This Housing Element is based on the following goals:

1. To address housing needs through a coordinated regional approach.
2. To increase the supply of housing without overcrowding or adversely affecting the prevailing character and quality of existing neighborhoods.
3. To foster revitalization of the City's housing stock, and to extend an opportunity for a safe and secure life to all present and future residents.
4. To provide for a good choice of housing to the consumer through location, prices, and design.
5. To maintain and improve the physical condition of existing housing.
6. To provide for improved livability in structures that are safe, attractive, and well maintained.
7. To promote the development of market rate housing and housing for upper-income families.
8. To ensure that every household has the opportunity to live in a structurally sound unit, large enough to accommodate its members.
9. To provide for the housing needs of all economic segments, all age groups, and all household types.
10. To ensure a reasonable balance of housing according to age, ownership/rental, dwelling type (number of units), price, density, type, amenities, and location.

13.2 DEMOGRAPHIC TRENDS AND HOUSING NEEDS

POPULATION

The number of residents in the City of Pittsburgh has grown steadily since the 1970's, reaching 53,700 persons by 2000. The City's average annual growth rate over the last 30 years totals approximately 5.3 percent. Whereas a small portion of the growth in the 1980's was the result of annexations of unincorporated areas in the southern hills, the increase overall reflects high levels of relocation to the region. Figure 13-1 illustrates the City's population and household growth graphically. Table 13-1 shows that the City's rate of population growth has slowed in the last ten years, with an average annual increase of 1.3 percent between 1990 and 2000.

Chart 13-1

Population Growth: 1970 - 2000 City of Pittsburgh

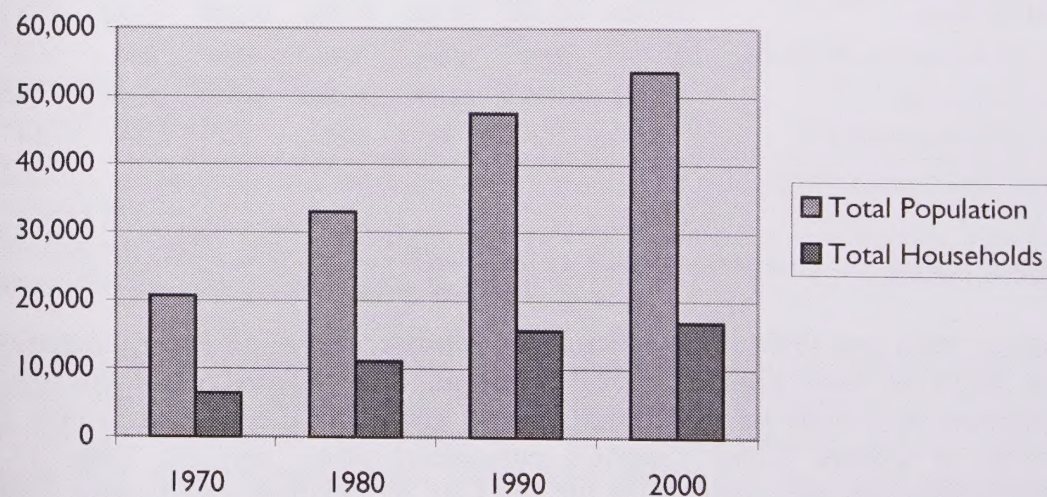


Table 13-1
Population Growth: 1970-2000, City of Pittsburgh

	1970	1980	1990	2000
Total Population	20,651	33,034	47,607	53,700
Average Annual Percent Increase	0.8%	6.0%	4.4%	1.3%
Total Households	6,445	11,089	15,654	16,900
Persons Per Household	3.2	3.0	3.0	3.2

Source: 1980 & 1990 U.S. Census, ABAG Projections 2000.

Population projections for the City show a steady rise over the next fifteen years. Association of Bay Area Governments (ABAG) projects that the population of Pittsburgh's Sphere of Influence (SOI) will increase by nearly 36 percent between 2000 and 2020, resulting in an average annual growth rate of 1.8 percent. Table 13-2 shows the projected growth rate for the Planning Area from 2000 to 2020.

Table 13-2
Population Projection: 2000-2020, Pittsburgh SOI (Includes Bay Point)

	1990	1995	2000	2005	2010	2015	2020
Total Population	65,230	68,100	71,400	77,900	85,500	91,300	97,000
Average Annual Percent Increase	-	0.4%	0.5%	0.9%	1.0%	0.7%	0.6%
Total Households	21,670	21,830	22,300	24,030	26,810	28,880	31,400
Average Household Size	3.0	3.1	3.2	3.2	3.2	3.1	3.1

Source: ABAG Projections 2000.

AGE & RACE

Between 1980 and 1990, the median age in Pittsburgh increased as the population ages 25 to 44 years grew to over 36 percent. Over 30 percent of the City's population was made up of children (age 17 and below), compared to only 25 percent of Contra Costa County's population under age 17. Table 13-4 demonstrates the age distribution for the City of Pittsburgh and Contra Costa County.

Table 13-4
Age Distribution: 1990, City of Pittsburg & Contra Costa County

Age Group	Pittsburg		Contra Costa County	
	Numbers	% of Total	Numbers	% of Total
Less Than 5	4,852	10.2%	61,084	7.6%
5 to 17	9,941	20.9%	141,457	17.6%
18 to 24	4,994	10.5%	72,336	9.0%
25 to 44	17,361	36.5%	282,110	35.1%
45 to 64	6,707	14.1%	159,943	19.9%
65 and over	3,710	7.8%	87,607	10.9%
Total	47,564	100%	803,732	100%

Source: 1990 Census (1994 County and City Data Book).

Table 13-5
Racial Distribution: 1990, City of Pittsburg and Contra Costa County

Racial Group	Pittsburg		Contra Costa County	
	Numbers	% of Total	Numbers	% of Total
White	27,874	58.6%	611,003	76.0%
Black	8,363	17.6%	74,577	9.3%
American Indian, Eskimo or Aleut	366	0.8%	5,336	0.7%
Asian or Pacific Islander	5,792	12.2%	77,012	9.6%
Total	47,564	100%	803,732	100%
Hispanic Origin	11,288	23.7%	91,282	11.4%

Note: Persons of Hispanic origin may be of any race.

Source: 1990 Census (1994 County and City Data Book).

As a community, Pittsburg is more diverse than Contra Costa County; according to the 1990 Census, 18 percent of its population is Black, 12 percent is Asian and 24 percent is Hispanic (compared to 9 percent, 10 percent and 11 percent, respectively at the County level). Table 13-5 shows that the racial distribution varies widely within the City.

EMPLOYMENT

According to ABAG, there were 15,400 jobs located in Pittsburg in 1990, the bulk of these in services, retail and manufacturing. As shown in Table 13-6, ABAG projects a net addition of 10,480 jobs in Pittsburg between 2000 and 2020, an increase of nearly 50 percent. Pittsburg’s employment base will grow faster than that of Contra Costa County, where employment is projected to increase 39 percent between 2000 and 2020. Projected employment gains in the City and the County may provide local job opportunities for Pittsburg residents, many who have manufacturing, retail, and service occupations.

Table 13-6
Projected Employment: 2000-2020, City of Pittsburg & Contra Costa County

	2000	2005	2010	2015	2020	Additional Employment 2000-2020	Percent Change 2000-2020
Pittsburg	21,180	23,130	26,280	28,390	31,660	10,480	49%
Contra Costa County	360,090	392,590	429,460	463,280	500,680	140,590	39%

Source: ABAG Projections 2000.

The vast majority of Pittsburg workers are commuters, with 82 percent of employed residents working outside the City in 1990. Yet only 14 percent of workers who responded to the 1990 Census commute outside of the cities of the San Francisco–Oakland metropolitan area. Nearly 75 percent of employed Pittsburg residents work within Contra Costa County.

HOUSING

Table 13-7 shows that 1,000 units were added between 1993 and 1999 in the City’s Planning Area. The number of very-low and low-income units added during this period was less than the projected number of units needed during the decade (see Table 13-8).

It should be noted that the City of Pittsburg has little authority over development activity permitted in its SOI outside the City limits. The City assumes responsibility within its jurisdictional boundaries for housing activity to meet projected needs.

Table 13-7
Residential Units Added: From 1993-1999, City of Pittsburgh

Housing Type	1993	1994	1995	1996	1997	1998	1999	Totals
Single Family	89	69	105	145	80	248	279	1,015
Multi-Family	0	0	0	0	0	176	0	176
Mobile Homes	6	7	2	3	3	8	2	31
Residential Alterations	218	188	171	196	186	0	0	959
Reroofs	203	138	270	319	314	0	0	1,244
Swimming Pools	0	0	0	0	0	0	0	0
Demolitions	-138	-53	-7	-12	0	-7	-5	-222
Additions	24	34	40	31	20	0	0	149
Total Units Added	-19	57	140	167	103	425	276	1,000

Note: "Single Family" includes "attached" and "detached" figures from 1998-2000 reports. "Multi-Family" includes "two family dwellings" from 1993-1997 reports. "Alt/repairs-dwellings" from 1993-1997 reports = "residential alterations" from 1998-2000 reports. No data on residential additions in 1998-2000 reports.

Source: City of Pittsburgh Annual Reports, 1993-1999

ABAG Housing Projections

ABAG's Projections 2000 predicts the Pittsburgh Sphere of Influence (SOI) will add 10,480 jobs and approximately 9,100 households by 2020. These projections assume a peak in household size at 3.22 persons per household in 2005, with a gradual decline in household size through 2020. They also assume an increase in the ratio of jobs to households in the Pittsburgh area. The percentage of housing units that are vacant would also decline by 2020, moving this area closer to the regionwide standard of 5 percent.

State law enacted in 1980 also requires ABAG to determine each city's and county's share of the regional need for housing. Needs depend on current residents and projected residents. ABAG's housing need projections include both an "existing" need (the net additional housing that should have been available in 2000 to provide an adequate vacancy factor and a better supply/demand balance) and a

“projected” need (which may include the former and allow for expected household growth and an adequate vacancy factor).

ABAG’s Regional Housing Needs Allocation estimates that Pittsburg’s “fair share” of housing growth between 1999 and 2006 includes 2,513 units. Very low and low-income housing units constitute approximately one-third of the estimated need, while above-moderate units constitute nearly 40 percent. Table 13-8 shows that Pittsburg’s need distribution is projected with slightly more very low and low-income units than Contra Costa County’s.

Table 13-8
Projected Housing Need By Income Group: 1999-2006, Pittsburg & Contra Costa County

<i>Jurisdiction</i>	<i>RHND Allocation</i>	<i>Very Low</i>	<i>Low</i>	<i>Moderate</i>	<i>Above Moderate</i>	<i>Average Yearly Need</i>
Pittsburg	2,513	534	296	696	987	335
Percent of Total		21%	12%	28%	39%	
Contra Costa County	34,710	6,683	3,782	8,596	15,649	4,628
Percent of Total		19%	11%	25%	45%	

Source: ABAG Regional Housing Needs Determination, 1999-2006 (Third Release, 6-1-00).

While ABAG indicates a slight shift upward in the household income distribution of Pittsburg’s housing supply between 1990 and 2000, the City still has a higher proportion of lower-income households than the regional average. If, prior to 1990, other communities in the County and the region had been making greater provisions for lower priced housing, Pittsburg would not have had as high a proportion in 1990, and thus not have been “assigned” as large a percentage in its projected needs. ABAG failed to address the effects of past impaction, and the City does not concur that ABAG’s Regional Housing Needs Allocation represented an equitable allocation.

13.3 HOUSING

HOUSEHOLD COMPOSITION

According to ABAG, the number of households in the Pittsburg SOI in 2000 was 22,300, with an average of 3.2 persons per household. This is significantly larger than the 2.8 persons per household estimated for Contra Costa County in 2000.

The 1990 Census reported that approximately 90 percent of Pittsburg's population was living in family households (42,221 residents). As shown in Table 13-9, the 1990 Census also indicated that approximately 34 percent of the City's population consists of children living in family households. Approximately 4 percent of City residents were living in female-headed households, while only 1 percent of the population lived in group quarters.

Table 13-9
Household Type: 1990, City of Pittsburg

<i>Household Type</i>	<i>Population</i>	<i>% of Total</i>
Family Households	42,221	89%
Children	16,217	34%
Nonfamily Households	4,985	10%
Male Householder	1,799	4%
Female Householder	1,924	4%
Group Quarters	358	1%
Total Population	47,564	100%
Total Households	15,753	
Average Persons per Household	3.02	

Note: Italicized categories are sub-categories. Their percentages are within their categories and not "Total Households".

Source: 1990 Census (ABAG Data Center).



HOUSEHOLD INCOME

The median household income in Pittsburg between 1980 and 1990 was lower than Contra Costa County, although Pittsburg households have generally maintained incomes comparable to the San Francisco Bay Area as a whole. In 1990, ABAG reported that the mean household income for Pittsburg would be \$35,400 (in constant 1988 dollars), compared with a 1988 estimate of \$47,900 for the County. The Department of Housing and Urban Development's 1990 income limit for Contra Costa County stood at \$35,300 for the lower-income sector with an overall median of \$44,100.

Table 13-10 shows that 30 percent of all Pittsburg households earned less than 61 percent of the Bay Area's regional median income (\$41,258) in 1990. Over 1,670 households were within the "very low" income category (\$9,999 and below), and an additional 2,910 households were with the "low" income category (\$10,000 to \$24,999).

Table 13-10
Distribution of Households By Income Category: 1990, City of Pittsburg

<i>Income Category</i>	<i>Definition of Income Category</i>	<i>Income</i>	<i>Number of Households</i>	<i>% of Households</i>
Very Low Income	24% of RMI* and Below	\$9,999 and Below	1,674	11%
Low Income	From 24% to 61% of RMI	\$10,000 to \$24,999	2,910	19%
Moderate Income	From 61% to 121% RMI	\$25,000 to \$49,999	6,163	39%
Above Moderate Income	121% of RMI and above	Over \$50,000	4,896	31%
Total			15,643	100%

*RMI: Regional **Median** Household Income of all of Bay Area was \$41,258 in 1990.

Source: 1990 Census (1994 County and City Data Book).

ABAG's Projections 2000 found the mean household income for the city to be \$48,600 in 1990 and projected a steady increase to \$67,300 (in constant 1995 dollars) in 2020 (see Table 13-11). Meanwhile, predictions for Contra Costa County include an increase from \$67,800 to \$99,300, respectively.

Table 13-11
Mean Household Income (In constant 1995 dollars)

	1990	2000	2010	2020
City of Pittsburg	48,600	50,900	58,800	67,300
Contra Costa County	67,800	79,000	89,400	99,300

Source: ABAG Projections 2000.

OVERPAYMENT

The California Department of Housing and Community Development (HCD) has stated that overpayment for housing is the most widespread housing problem in California. HCD defines overpayment as a family or household paying more than 25 percent of its gross income for housing (including rent or mortgage principal, interest, taxes, insurance, utilities, etc.). However, the 25 percent figure is considered by many experts to be outdated based on fluctuating interest rates, and overall increased utility and housing costs. Studies have shown that 30 percent may be a more reasonable standard for determining housing overpayment.

Low-income households made up the bulk of those renter households with housing overpayments. A full 85 percent of 1990 renter households earning less than \$10,000 a year paid over 25 percent of their income in rent. Approximately 70 percent of 1990 households earning between \$10,000 and \$19,999 spent more than 35 percent of their income on housing, compared to less than one percent of upper-income households (earning more than \$35,000). Throughout the City, rental households spent an average of 23 percent of their total income on rent.

OVERCROWDING

Overcrowding is related to both household size and the inadequate aspects of the housing stock. Due to the declining share of large housing units in Pittsburg, large renter households have more difficulty finding housing units of an adequate size. This lack of supply accounts for part of the incidence of overcrowding among the renter households. Rental units in Pittsburg were also generally smaller than owner-occupied units, both in number of bedrooms and total rooms, a condition that was typical in many Bay Area communities.

Table 13-12
Percent of Income Spent on Gross Rent: 1990, Pittsburgh

	< \$10,000		\$10,000 - \$19,999		\$20,000 - \$34,999		\$35,000 - \$49,999		> \$50,000		Total Households	
	House-holds	% of Total	House-holds	% of Total	House-holds	% of Total	House-holds	% of Total	House-holds	% of Total	House-holds	% of Total
< 20 %	15	1%	81	8%	255	16%	570	47%	706	83%	1,627	27%
20 % - 24 %	48	4%	51	5%	293	18%	403	33%	127	15%	922	15%
25 % - 29 %	165	13%	91	9%	409	25%	178	15%	7	1%	850	14%
30 % - 34 %	103	8%	93	9%	283	17%	58	5%	-	0%	537	9%
> 35%	788	64%	701	69%	367	22%	6	0%	-	0%	1,862	31%
Not Computed	120	10%	-	0%	28	2%	-	0%	7	1%	155	3%
Total Households	1,239	100%	1,017	100%	1,635	100%	1,215	100%	847	100%	5,953	100%
Median Percent	35%		35%		24%		20%		20%		23%	

Source: 1990 Census (ABAG Data Center).

13.4 HOUSING CHARACTERISTICS AND TRENDS

According to ABAG Projections 2000, Pittsburg had a total of 16,900 households in 2000. Table 13-13 indicates Pittsburg's housing stock increased by 8 percent in the last decade, representing a net addition of nearly 1,400 units. However, Contra Costa County's household growth rate was significantly higher than that of the City, at nearly 13 percent.

Table 13-13
Households: 1990-2000, Pittsburg and Contra Costa County

<i>Year</i>	<i>Pittsburg</i>	<i>Contra Costa County</i>
1990	15,654	300,288
1995	16,280	320,240
2000	16,900	338,860
% Change 1990-2000	8.0%	12.8%

Source: ABAG Projections 2000.

OCCUPANCY CHARACTERISTICS

Generally, a vacancy rate of four to six percent is considered ideal. A lower vacancy rate usually indicates a constrained market in which housing is not being produced in sufficient quantities, and is an indication that adequate housing choice is not available in the community. A vacancy rate in excess of six percent can occur for several reasons. High vacancy rates generally indicate that 1) housing is being overproduced, 2) a significant portion of a community's housing is in seasonal units, or 3) that the community is suffering from economic distress.

Vacancy rates in Pittsburg – especially for rental units – reached their peak in the 1980's. Pittsburg's high vacancy rate in the 1980's was indicative of the large number of units which were under construction, had been completed, or had been sold, but which were not yet occupied. This is not unusual for a rapidly growing community like Pittsburg. Although Pittsburg's housing stock differs from the County's in both tenure and types, housing vacancy throughout the region has plateaued. The 1990 Census indicated that the proportion of renter occupied units



increased between 1980 and 1990 to nearly 40 percent. Meanwhile, the City's vacancy rate declined slightly (see Table 13-14).

Table 13-14
Housing Trends By Tenure and Occupancy: 1980-1990, City of Pittsburgh

Housing Characteristics	1980		1990		% Change 1980-1990
	Number	%	Number	%	
Total Occupied Units	11,087	93%	15,643	94%	41%
Owner Occupied	7,769	70%	9,605	61%	24%
Renter Occupied	3,318	30%	6,038	39%	82%
Total Vacant Units	840	7%	1,069	6%	27%
Total Units	11,927	100%	16,709	100%	38%

Source: 1980 Census & 1990 Census (1994 County and City Data Book).

PHYSICAL CHARACTERISTICS

Table 13-15 shows the variation in the distribution of structure types according to the 1990 Census. Nearly 70 percent of Pittsburgh's occupied housing units were single-family dwellings in 1990; a majority of these were detached homes. Pittsburgh's share of occupied multi-family housing units (single-unit attached and 2+ unit structures) equaled approximately 30 percent. Conversely, only 40 percent of vacant housing units were single-family, while 64 percent were located in multi-family structures.

A vast majority of single-family units (8,860 homes) in Pittsburgh were owner-occupied at the time of the 1990 Census. However, none of the 2,099 multi-family units in structures housing over 10 units were occupied by owners. One factor reflected by Pittsburgh's small proportion of owner-occupied multi-family units is the relatively low number of condominiums in the City.

The Census also estimated a total of 660 mobile homes and/or trailers in Pittsburgh in 1990. Pittsburgh's share of mobile homes —4 percent of the total occupied housing stock—were occupied primarily by owners.

**Table 13-15 Housing Units By Size of Structure: 1990,
City of Pittsburgh**

	Owner Occupied	Renter Occupied	Total Occupied	% of Total Occupied	Vacant Units	% of Total Vacant	Total Units
1 Unit Structure	8,860	1,977	10,837	69%	439	41%	11,276
Detached	8,420	1,589	10,009	64%	366	34%	10,375
Attached	440	388	828	5%	73	7%	901
2 Unit Structure	37	476	513	3%	127	12%	640
3-4 Unit Structure	30	719	749	5%	153	14%	902
5-9 Unit Structure	15	650	665	4%	87	8%	752
10-19 Unit Structure	-	1,070	1,070	7%	201	19%	1,271
20+ Unit Structure	-	1,029	1,029	7%	50	5%	1,079
Mobile Home or Trailer	633	27	660	4%	9	1%	669
Other (Houseboats, etc)	30	90	120	1%	-	0%	120
Total Units	9,605	6,038	15,643	100%	1,066	100%	16,709
Median Units in Structure	1.50	3.71	1.69		2.70		1.71

Source: 1990 Census (ABAG Data Center).

In 1990, nearly 75 percent of Pittsburgh's housing stock contained between 4 and 7 rooms, which averages approximately one to three bedrooms. Only 8 percent of the housing stock constituted large-sized units (8 or more rooms), while a moderate share (19 percent) constituted small-sized (1 to 3 rooms) units. In comparison, 17 percent of households in Pittsburgh are families of 5 or more people. The limited supply of housing units with 8 or more rooms results in large families living in overcrowded housing conditions.

A comparison of Tables 13-16 and 13-17 also shows that many small households (1 to 2 people; which constitute 46 percent of total households) live in 4 to 7 room housing units (74 percent of the total housing stock).

**Table 13-16
Housing units by number of rooms: 1990,
Pittsburg**

	Housing Units	% of Total Units
1 - 3 Rooms	3,139	19%
4 - 7 Rooms	12,284	74%
8 + Rooms	1,286	8%
Total Units	16,709	100%
Mean Rooms per Unit	5.13	

Source: 1990 Census (ABAG Data Center).

**Table 13-17
Households by Number of Persons: 1990,
Pittsburg**

	Housing Units	% of Total Units
1 - 2 Person Households	7,217	46%
3 - 4 Person Households	5,820	37%
5 + Person Households	2,716	17%
Total Households	15,753	

Source: 1990 Census (ABAG Data Center).

Table 13-18
Housing Units by Tenure and Age: 1990, City of Pittsburgh

	Owner Occupied	Renter Occupied	Total Occupied	% of Total Occupied	Vacant Units	% of Total Vacant	Total Units
1989 to 1990	285	379	664	4%	38	4%	702
1985 to 1988	584	1,964	2,548	16%	261	24%	2,809
1980 to 1984	1,498	562	2,060	13%	78	7%	2,138
1970 to 1979	3,808	1,359	5,167	33%	305	29%	5,472
1960 to 1969	880	436	1,316	8%	66	6%	1,382
1950 to 1959	1,459	561	2,020	13%	126	12%	2,146
1940 to 1949	659	318	977	6%	78	7%	1,055
1939 or earlier	432	459	891	6%	114	11%	1,005
Total Units	9,605	6,038	15,643	100%	1,066	100%	16,709
Median Year Built	1975	1980	1976		1976		1975

Source: 1990 Census (ABAG Data Center).

Renter-occupied housing units are also more likely to be younger than owner-occupied dwellings. Although 67 percent of Pittsburgh's housing stock was built between 1970 and 1990, a slightly higher proportion (71 percent) of rental housing was built after 1970 (see Table 13-18 above). The bulk of this younger, renter-occupied housing is located in larger multi-family complexes south of State Route 4. The average construction date of an owner-occupied unit is 1975, while the average construction date of a rental unit is 1980.

The physical condition of housing in Pittsburgh is difficult to assess without actual inspections, although the age and exterior appearance of units is often an indicator of condition. The large number of new housing units built south of State Route 4 in recent years suggests that most of these are likely to be in excellent condition. Pittsburgh's 1984 housing survey of all units north of State Route 4 reported that 1,695 out of 2,353 units, or 72 percent, were in need of some rehabilitation.

13.5 HOUSING COSTS

Prices for both new and existing units in Pittsburg fall into a broad range, depending on age, condition, and location. The price and market for housing is generally divided between the northern and southern portions of the City, using State Route 4 as the divider.

Owner-occupied housing costs in Pittsburg correlate with monthly housing costs reported for the Bay Area, with median rents somewhat lower in Pittsburg than the surrounding region. Pittsburg renters on average pay much less for housing than homeowner households. However, renter households on the whole devote a larger share of their income to housing costs than homeowners. In addition, the existence of mortgage tax deductions greatly decreases the relative cost advantage enjoyed by renter households.

According to the 1980 and 1990 Census, the median gross rent in Pittsburg increased by a larger proportion than the median gross rent in both Contra Costa County and the entire Bay Area (see Table 13-19). Pittsburg residents saw an increase of 167 percent in average rental costs, while the region saw a 130 percent increase.

Table 13-19
Monthly Housing Costs: 1980 & 1990, City of Pittsburg, Contra Costa County and San Francisco Bay Area

<i>Median Gross Rent**</i>	<i>Pittsburg</i>	<i>Contra Costa County</i>	<i>San Francisco Bay Area</i>
1980	\$233	\$294	\$298
1990	\$622	\$675	\$687
Total Percent Increase	167%	130%	131%

**Specified renter occupied paying cash rent. Excludes one-family houses on 10 or more acres.

Source: 1980 Census (STF-3) and 1990 Census (1994 County and City Data Book).

HOUSING VALUES

The median value of new homes in Pittsburg is substantially lower than region-wide housing values. However, as shown in Table 13-20, the dramatic increase in housing values between 1980 and 1990 is comparable to the rate of increase in overall Bay Area housing values.

Table 13-20

Median Housing Value: 1970-1990, City of Pittsburg & Contra Costa County and Bay Area

<i>Year</i>	<i>Pittsburg</i>	<i>Contra Costa County</i>	<i>San Francisco Bay Area*</i>
1970	\$17,300	\$26,197	-
1980	\$66,300	\$98,100	\$100,400
1990**	\$138,900	\$219,400	\$251,700

* Average of Median Values for Bay Area Counties: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma

** Specified owner occupied. Excludes mobile homes, houses with a business or medical office, houses on 10 or more acres and housing units in multi-unit buildings.

Source: 1970 Census, 1980 Census and 1990 Census (1994 County and City Data Book).

In 1990, new dwelling units in Pittsburg possessed an estimated average value of \$138,900. This is a considerable increase from 1980, where the average cost of a single-family, owner-occupied home was between \$50,000 and \$80,000. The 1990 median housing value estimate for Contra Costa County is substantially higher than that of Pittsburg at \$219,400. With the presence of relatively affordable housing contributing to the City's class and racial diversity, low-income and minority households priced out of the prevailing housing market in neighboring cities opt to stay in and/or move to Pittsburg.

Table 13-21**Median Gross Rent: 1980-1990, Pittsburg, Contra Costa County & San Francisco Bay Area**

Year	Pittsburg		Contra Costa County		San Francisco Bay Area	
	Median Gross Rent	% Increase	Median Gross Rent	% Increase	Median Gross Rent	% Increase
1980	\$184		\$294		\$322	
1990	\$622	238%	\$675	130%	\$690	114%

Source: 1980 Census and 1990 Census (ABAG Data Center).

RENTS

Although Pittsburg rents are lower than in the County and the region, median rents in the City more than tripled between 1980 and 1990, increasing from \$184 to \$622 over the decade. Median rent increases in Contra Costa County and the entire San Francisco Bay Area averaged 130 and 114 percent, respectively.

In 1990, 27 percent of all rental households paid less than 20 percent of their gross household income on rent (see Table 13-22). By contrast, 40 percent of all rental households paid more than 30 percent of their gross household income on housing costs. The State of California considers spending more than one-third of a household's monthly income on rent excessive.

Table 13-22**Percent of Income Spent on Gross Rent: 1990, Pittsburgh**

	< \$10,000		\$10,000 - \$19,999		\$20,000 - \$34,999		\$35,000 - \$49,999		> \$50,000		Total Households	
	Households	% of Total	Households	% of Total	Households	% of Total	Households	% of Total	Households	% of Total	Households	% of Total
< 20 %	15	1%	81	8%	255	16%	570	47%	706	83%	1,627	27%
20 % - 24 %	48	4%	51	5%	293	18%	403	33%	127	15%	922	15%
25 % - 29 %	165	13%	91	9%	409	25%	178	15%	7	1%	850	14%
30 % - 34 %	103	8%	93	9%	283	17%	58	5%	-	0%	537	9%
> 35%	788	64%	701	69%	367	22%	6	0%	-	0%	1,862	31%
Not Computed	120	10%	-	0%	28	2%	-	0%	7	1%	155	3%
Total Households	1,239	100%	1,017	100%	1,635	100%	1,215	100%	847	100%	5,953	100%
Median Percent	35%		35%		24%		20%		20%		23%	

Source: 1990 Census (ABAG Data Center).

ENERGY CONSERVATION

With the cost of public utilities continually increasing, residents are finding themselves faced with expensive bills in addition to an already high rent or mortgage. The City needs to address energy waste now and propose plans to make living affordable by bringing costs down. This can be done in two ways: 1) by demonstrating to households the purpose and benefits of long-term energy conservation; 2) offering incentives which in turn would lower gas and electric bills and place affordability within reach. The ideal, of course, is to do both.

The State of California already addresses energy conservation through Title 24 energy standards for residential buildings, passive and natural heating and cooling systems in subdivision, and solar shade control. Energy policies supporting alternative and efficient transportation systems, reduction of energy consumption in buildings by means of appropriate design and solar orientation, and implementation of other energy conservation techniques are stated in other elements of the City of Pittsburg General Plan.

By promoting conservation measures and careful land use planning, affordability of both existing and new residential units may be ensured. Pittsburg has already been active in participating in a number of programs designed to achieve energy conservation in residential and other sectors of the community. Their efforts include:

- Energy conservation standards incorporated into rehabilitation programs, with particular emphasis on weather stripping, insulation and caulking.
- Several community organizations provide energy assistance to low-income homeowners and encourage participation in Contra Costa's Energy Conservation Program, operated by the Community Services Department (CSD). The CSD provides financial assistance in paying utility bills and in installing weatherization.
- PG&E's Peak Hour Reduction Program where, with the homeowner's permission, a special attachment to the meter is installed providing lower rates if usage is reduced in the afternoon peak period.

13.6 DEVELOPMENT POTENTIAL

Table 13-23 indicates the amount of available land for development in each of the City's General Plan residential land use designation, as well as the assumed residential density for each site. Low density housing units will make up the majority of new units at nearly 14,500.

Table 13-23
Residential Buildout Potential: 2020, Pittsburg Planning Area

<i>GP Designation</i>	<i>Total Acres</i>	<i>Assumed Density (units/gross acre)</i>	<i>Potential Units</i>
Hillside Low Density	712	3 du/ac	2,136
Low Density	2,412	6 du/ac	14,474
Medium Density	340	12 du/ac	4,079
High Density	290	20 du/ac	5,794
Downtown Low Density	56	8 du/ac	446
Downtown Medium Density	94	16 du/ac	1,505
Downtown High Density	24	24 du/ac	580
Total Potential Housing Units			29,014

Source: City of Pittsburg General Plan 2020.

Note that the above estimates do not reflect additional units which might be yielded by applying density bonuses for elderly or handicapped units, which are defined by policy as not less than 25 percent of the maximum density permitted in the applicable density designation.

With Pittsburg's projected housing need of 1,931 units defined for 1990-1995 (latest available ABAG Housing Needs Determination), it is evident from Table 13-23 that a sufficient amount of land is available to meet the City's needs. Whether or not it will also be possible to meet the need for additional housing opportunities for low-and moderate-income persons will rely more on the availability of additional subsidies than on the availability of appropriately designated land area.

13.7 CONSTRAINTS TO HOUSING

Most constraints discussed in the Housing Element are either beyond the City's control or result from standards established to ensure quality development in the City. Policies alleviating constraints to housing production and availability include those relating to density bonuses and designation of sites for residential development.

MARKET CONSTRAINTS

In recent decades, housing demand in the Bay Area has reached astronomical proportions. An agreeable climate, increasing job opportunities and the coming of age of the post-war population boom has created a peak in the need for additional units. With smaller families, a greater frequency of divorce, and singles living on their own longer, housing units are needed now and their demand is not expected to decrease in the foreseeable future. High inflation rates make home ownership more attractive and have intensified the desire to buy residential property among consumers.

RSMeans Residential Cost Data (2000) estimates construction costs for the "average" quality single-family detached home within the continental United States at just over \$70 per square foot. Based on an assumed 1,600 square foot living area, an "average" one-story home would cost \$113,200. An assumed 2,000 square foot two-story home would cost \$141,100. However, the cost of living in the Bay Area is significantly higher than the US average, and is reflected in dramatically higher housing costs. In Pittsburg, a new 2,560 square foot home in an RS-3 zoning district costs \$192,800. According to the *Contra Costa Times: HomeHunter*, existing single family homes are currently selling for approximately \$145,000 to \$284,000, while new two-story homes range from \$265,000 to \$330,000.

The price of housing has been rising at a much higher rate than family income, thus reducing the opportunity for homeownership for a growing percentage of the public. Contributing factors include the increasing costs of land, material, labor and fees charged for services by the private and public agencies. Labor costs are a factor affecting the overall costs of new housing. National policies affecting wage

and material costs, and the availability of subsidies are also cost factors which are little influenced by local policy or desires. Pittsburg's housing situation has been impacted heavily as the demand for more units persists. Regional patterns in land costs, labor, materials and financing have resulted in new construction targeted for moderately priced single family units. The City has rapidly developed in this fashion in recent years, and is now playing an integral part in both Contra Costa County and the Bay Area.

Land costs typically make up approximately one quarter of the total costs of residential development. Yet in the Bay Area, the value of residential land increased from 30% to 37% of average total value of single-family homes. Using the same 37 percent ratio of lot value to total value, a \$109,000 home would actually be priced at about \$179,000, including land. This figure accounts for land value, lot sizes, amenities, etc.

Speculation

Contra Costa County has experienced widespread speculation in residential real estate for the past few years. Many single-family dwellings are being used wholly for investment purposes rather than as the primary and long-term residence of the owner and other lenders. It is not uncommon for financial institutions to charge different interest rates for mortgages, depending on whether or not the unit will be owner-occupied. While speculation can be seen as increasing the supply of rental units in Pittsburg, it is not enough to keep rents from rising faster than sale prices. In contrast to the typical cost of today's mortgage payments, rent levels in the City are more closely related to the needs and limitations of moderate-income households.

Speculation may also be viewed as a constraint on Pittsburg's ability to supply and retain lower cost housing. The price of housing, whether for rent or for sale, rises in the bidding process and becomes less affordable to low-income households as more affluent parties become more involved.

Mortgage Revenue Bond Financing

Developers have been greatly assisted in their sales efforts through lower interest bond financing. It is unlikely there would have been as many homes constructed and sold at this fixed-rate, if long-term financing had not been available.

However, resale of units financed this way have proven to be challenging. Different bond issues have their own unique set of requirements for borrow qualifications. While loans are not easily assumed, when they are, many contain heavy prepayment penalties during the first five years. In addition to penalties, some loans can only be assumed by an owner-occupant, and some issues stipulate income limits.

Many people who have taken advantage of this kind of financing find themselves in a bind when a job transfer or other pressure forces them into selling. They find little or no growth in equity, coupled with high selling costs, resulting in net loss of cash. This loss of cash equity forces most owners to insist that a new buyer assume their existing financing, in order to avoid the stiff prepayment penalty. Unfortunately, this requirement often limits the potential market for the property.

GOVERNMENT CONSTRAINTS

The State of California delegates specific responsibilities and a certain degree of discretionary authority over the development and use of land. Cities and counties are able to influence the density, location, quality, appearance, and type of housing developments within their jurisdiction through building codes, development procedures, requirements, and fees. These municipal proceedings affect the availability and cost of housing not only within their boundaries but through out the region. The City of Pittsburg's General Plan and development process is reviewed in the following subsections to determine its impact on the City's capacity to respond to its housing needs. Actions by other local, state, and federal government agencies concerning the same projects are also noted.

General Plan

Pittsburg's General Plan and its Land Use Element establishes the essential framework for development in the City. The issue of housing is only one of many that local governments must address and through the General Plan these jurisdictions attempt to resolve competing priorities and concerns. The Land Use Plan is the result of involvement by Pittsburg residents and provides the context in which Pittsburg has attempted to address its housing needs. For the 3,928 vacant acres available for residential development in the Pittsburg Planning Area, there is a potential yield of 29,014 housing units. A considerable portion of this potential, 11,958 dwelling units, are available within the median and high-density residential designations, with the capacity to provide lower cost units. Yet higher densities do not necessarily promise lower costs. The City can only provide the opportunity to minimize costs through higher densities. Currently, the General Plan is not seen as a constraint concerning the volume, density and rate of production of housing units.

Development Process

Permit processing can be lengthy and delay the development of housing and increase cost. The City's permit procedures include some permits which may unduly increase these costs. As is common in many cities, Pittsburg requires developers to obtain a series of approvals before building any new housing units. The City's potential capacity for housing is stated in the General Plan, where the maximum number of units which can be built in the City is determined.

An analysis of the development approval process indicates that the City of Pittsburg is not overly restrictive in its requirements for development approval, the processing time required for development, or its fee structure. Pittsburg's fee structure is significantly lower than fees assessed in surrounding communities. These lower fees help reduce to total cost for new housing in the City as serve as an incentive for development of affordable housing.

Certain steps in the development process are mandated by State rather than local law, and may result in additional costs to developers. Accordingly, these costs are eventually passed on to the consumer. While builders often complain that local

government delays and red tape factor into the high cost of housing, they also are either not aware or do not care that these requirements are outside of local control. Among the requirements are:

- Adoption and enforcement of building codes.
- Amendment of the General Plan to assure consistency between permitted land use and the development itself.
- Filing of tentative parcel, tract and final maps (the Subdivision Map Act requires local jurisdictions to process these applications within 50 days).
- Compliance with the California Environment Quality Act (CEQA) – The City must make a determination as to whether or not an Environmental Impact Report is required at certain steps in the development process. CEQA also sets the amount of time required for public review and posting of environmental documentation.

An obvious way for the City to influence the rate of housing production and its eventual cost is in the number of staff assigned to review and process the proposal. Local governments are required by law (AB 844) to complete the processing of any discretionary action six months from its submittal date and one year if an EIR is required.

Fees

Pittsburg’s competitive fee schedule is shown in Table 13-24. A single family home – approximately 2,560 square feet in size and costing \$192,800 – would result in development fess totaling \$12,909.60. The City’s development fees are relatively modest when compared to other communities within Contra Costa County. However, this fee schedule does not include parks and recreation in-lieu fees.

Table 13-24
Single Family residential development fees,
FY 1999-00; pittsburg

<i>Development Fees</i>	<i>Single Family (2,560 square feet)</i>
Building Permit	1,259.78
Plan Check	1,965.26
Energy Plan Check	70.00
Plumbing Permit	150.20
Electrical Permit	136.38
Mechanical Permit	150.20
Water & Sewer	4,318.00
Fire & Police Facilities	252.50
Transportation Mitigation	4,613.00
Total Development Fees	12,909.60

Source: Pittsburg Community Development Department.

Cost of Public Services

It is now almost standard practice for cities to require each new development to pay for its own improvements rather than having residents pay the costs through local taxes. Pittsburgh makes extensive use of assessment districts and redevelopment agency funding for major public improvements within the community. In many instances, these methods of finance help developers lower on- and off-site improvement costs.

Building Costs and Design Requirements

The Pittsburgh Planning Area requires building construction standards to conform with the Uniform Building Code as updated. The City of Pittsburgh enforces building codes and regulations through its development review process. The City reviews its ordinances and regulations on an ongoing basis to evaluate whether changes are necessary or desirable. For example, the City recently amended its zoning ordinance, consistent with State law, to allow the location of manufactured housing, including mobile homes, on individual lots in single family zones. Other changes in the zoning ordinance more clearly define allowable uses in each zoning classification, thus reducing uncertainty by potential developers, and therefore reducing overall development processing time and related costs.

Actions of Government Agencies

It is possible that decisions by other cities, counties, and State agencies may restrict the amount of vacant land which may be developed. These actions can intensify the pressure for development in Pittsburgh as well as affect land prices and eventually sale prices and rents. Limiting growth in some jurisdictions in conjunction with negative attitudes concerning residential subdivisions or development at moderate densities, may contribute to higher land and housing costs and the de facto exclusion of households in all but the highest income groups.

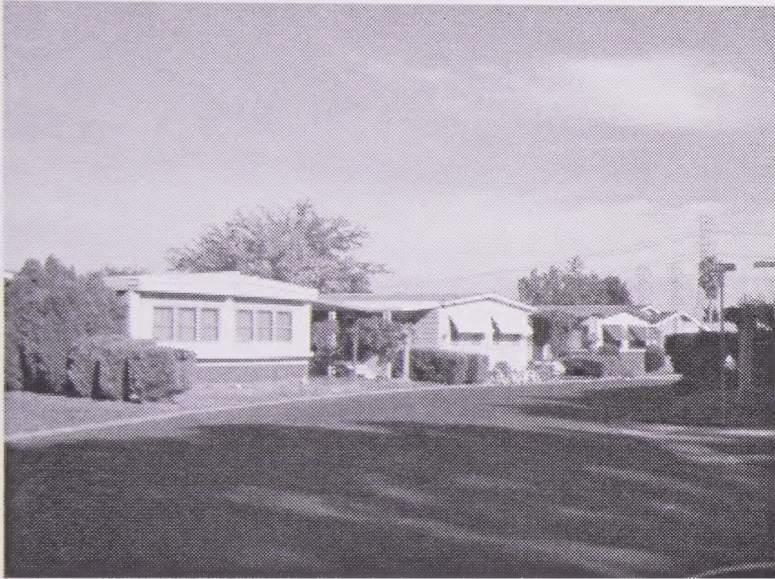
Resources Available for Housing Programs

The most significant governmental constraint on Pittsburgh's ability to address its housing needs is the amount of funding available for housing activities. While the City has taken advantage of many opportunities—including redevelopment projects, Community Development Block Grants, rehabilitation and other federal housing programs—the amount of money available for housing development still fails to meet local needs. A substantial increase in State and Federal funding levels is needed before local governments can be expected to make a sizable dent in the demand for lower cost housing.

Zoning Regulations

Land development controls include policies and regulations contained in the City's Zoning Ordinance. Zoning standards are more detailed, performance-based regulations. The City's Zoning Ordinance will be revised in order to remain consistent with the update of the City's General Plan.

An analysis of the existing zoning regulations indicates that the City is not overly restrictive. The density and setback requirements established for the various residential districts are reasonable and should not affect the production of housing for low and moderate income households. The minimum lot sizes of 6,000 square feet for RS, 3,000 square feet for RM and 2,000 square feet for RS should easily allow for 7 to 20 units per acre, respectively. When density bonuses are included, minimum lot sizes would range from 4,800 square feet in RS districts to 1,600 square feet in RH districts, thus allowing for maximum densities ranging from 10 to 25 units per acre. Other regulations related to parking, building height, and accessory uses are not overly restrictive and do not unduly constrain the development of affordable housing in the City of Pittsburgh. Front yard setbacks for RM zones could be less stringent by allowing a 15 foot minimum.



13.8 SPECIAL HOUSING NEEDS

DISABLED

According to the 1990 Census, 2,769 Pittsburg residents between age 16 and 64 possessed a work disability. Of this group, which comprised 9 percent of the population of working age, over half (1,465 people) were prevented from working due to their disabilities. Of all disabled people within the City (age 16 and over), the elderly (age 65 and over) make up nearly 35 percent. The Census also found that 1,418 Pittsburg residents over age 16 have a public transportation disability, and nearly 50 percent of these are senior citizens (700 people).

Housing needs of households with handicapped populations are generally related to affordability and access. Whether or not a disabled person chooses to live independently, the physical accessibility of the unit is a major consideration. Depending on the type of disability, accessibility may entail access to the unit for people in wheelchairs, or placement of fixtures in locations to make access and use easier. Access ramps, electronic swing doors, emergency buzzers, and especially designed kitchens and bathrooms are only a few of the special housing needs which need to be addressed to accommodate the City's disabled population.

ELDERLY

In 1990, the Census reported 3,710 persons age 65 and older in Pittsburg, accounting for 8 percent of the City's total population. This population often faces special housing needs due to limited and/or fixed incomes, lack of private transportation, and inadequate facilities. The Census indicated that about 6 percent (208 people) of the City's senior citizens have incomes below poverty level. Of the elderly population, 19 percent (approximately 700 seniors) had a public transportation disability.

It is important to understand that housing for senior citizens is not only a process of physically building housing, but is also a social process. Special concerns of senior citizens and factors which affect them need to be considered in project design and review. The most significant factors include:

- Senior citizens are less mobile than younger age groups. More consideration must be given to appropriate amenities even in rental housing since this age group is less mobile.
- Senior citizens desire autonomy and an environment which extends and enhances the time span of independent living. In order to achieve this, senior citizens need convenient services, especially full service shopping and health care facilities, social service and activity centers, and public transportation. The design of individual facilities must emphasize the elimination of physical barriers that would otherwise impede access by senior citizens.
- Senior citizens wish to be part of the community. They should not be located on physically or socially isolated parcels.
- Senior citizens are concerned about physical and psychological security to a greater degree than younger people.

Location, access to commercial and public facilities, and design are all primary components of housing need that should be considered for senior citizen households in Pittsburgh.

LARGE HOUSEHOLDS

The 1990 Census reported 2,716 household with five or more persons, which represents 17 percent of all households in Pittsburgh. The City, however, does not have the same proportion of large-sized housing units. Pittsburgh has, in fact, a smaller share of housing units with four or more rooms than Contra Costa County as a whole. The shortfall in housing units for large households is more pronounced in the City's rental market – evidenced by higher incidence of overcrowding (due in part to the relatively smaller size of rental units compared to those which are owner-occupied).

Housing needs of large families are generally related to affordability and the ability to find housing of adequate size. Affordability is a major factor because of the higher proportion of income used by larger families for non-housing expenses (food, clothing, etc.) as compared to households of smaller size. Consequently,

larger households have a smaller proportion of their income available for housing and thus affordability becomes a more significant factor in housing choice.

SINGLE-PARENT FAMILIES

According to the 1990 Census, 22 percent (2,807 children) of the City's children under age 18 lived with a single parent. The Census determined that an overwhelming majority (80 percent; 2,220 children) of these single-parent children lived in a female-headed household. These single mothers made up nearly 18 percent of Pittsburg's households with children. On the average, single mothers had more children in their care than single fathers, and even slightly more children than married couples. Single mothers are further disadvantaged by lower average incomes, and lower rates of auto and home ownership when compared with their male counterparts. Among the special need of single-parent families – especially female-headed households – are affordable housing, safety, access to public transportation, commercial centers and community facilities.

Due to these housing needs, single-parent families are concentrated in those subareas of the City with the most affordable and accessible housing and consequently are most likely to fall within the core redevelopment area.

THE HOMELESS

California's temperate climate year-round makes the state a natural haven for those who are homeless. In 1990, Contra Costa County alone assisted an estimated 9,000 homeless individuals (6,378 being children) by providing some sort of shelter either through motel vouchers or night-by-night housing programs. Emergency services outside Pittsburg often draw individuals out of the community and into areas where more food, health and transitional housing programs are available. Estimates for the City of Pittsburg range from approximately 1,250-2,000 individuals, based on the City's percentage of the County's total population and information indicating that the County's highest concentration of homeless individuals are in the western portion of Contra Costa County. The given number of estimated homeless does not include individuals sleeping in parks or doorways or staying with families and friends.

FARMWORKERS

Few migratory farm workers are housed, even seasonally, within Pittsburg. Pittsburg is too far from significant areas to serve as a residential base for such workers.

13.9 PLANS AND PROGRAMS

By supporting and committing itself to a comprehensive housing program, Pittsburg offers residents a freedom of choice with respect to location, housing types and housing costs. This understanding of community goals and the belief that it is attainable, will eventually offer a pleasant living environment to its citizens.

Housing needs in the Pittsburg Planning Area focus on the ability of residents to buy or rent based on their income levels; the need to rehabilitate older housing in the community and to maintain the housing stock in a satisfactory condition; the construction of new housing that will be available to a broad range of community residents; and the development of a balanced residential environment providing convenient access to employment, community facilities, and adequate services.

Within this context, great strides have already been made in terms of the City's commitment to these goals and needs. Pittsburg has availed itself of a number of opportunities to alleviate and improve existing and future conditions. Redevelopment projects, Community Development Block Grants, rehabilitation programs, and community redevelopment efforts have been and are continuing to be used effectively by the City to address housing needs. The following section will present policies and programs for meeting housing needs in Pittsburg.

OBJECTIVE

The provision of decent housing and a satisfying environment for all persons.

GOALS

1. The City will regulate new residential development so as to continue to foster a variety of housing types, densities, and costs, including low and moderate income units, while preserving the character of the individual neighborhoods and promoting the dispersal of assisted and low-income housing.

2. The City will recognize that the housing assistance needs of Pittsburgh's low and moderate income residents are a public and private responsibility. It will actively assist low income families, senior citizens, and handicapped residents in securing decent housing and a suitable living environment.
3. The conservation and rehabilitation of the elder housing stock in the City will be encouraged through a balanced program of code enforcement and complementary programs designed to assist property improvements by neighborhood residents. The City will ensure that any code enforcement programs do not impose disproportionate hardships on the City's low income families, elderly, and handicapped residents.
4. The City will take such actions as are necessary to ensure that in the development of all medium and high density residential uses, possible sound intrusion is adequately mitigated and privacy between dwelling units is achieved.

POLICIES

Affordable and Senior Housing:

Elimination during the 1990s of government subsidies for housing for low- and moderate income households places greater emphasis on the role of local government in producing affordable housing. However, it is Pittsburgh's contention that the failure of surrounding communities to meet low-income housing needs has resulted in a disproportionately higher concentration of low-income residents within the City of Pittsburgh. Projecting future low-income housing need at existing levels tends to perpetuate such inequities. High concentrations of residents at the low-income end of the scale place a disproportionate demand upon physical and social services without corresponding revenue to support such services.

The City intends to dilute this adverse effect of impaction by striving to achieve a more balanced economic distribution of households in all neighborhoods and among residents. Plan policies seek to increase the amount of housing for all income groups by designating more land for higher density and multi-family sites where zero-lot line and townhouse development are permitted, and by

participating in programs designed to increase the production of units for low-and moderate-income households.

- A. Regulate new residential development so as to continue to foster a variety of housing types, densities and costs, including low-and moderate-income units, while preserving the character of the individual neighborhoods, and discouraging the concentration and encouraging the dispersal of assisted and low-income housing.

New residential development is regulated through policies contained in the 1988 General Plan and revised zoning ordinance. The zoning ordinance establishes maximum densities for residential development throughout the City. These two policy documents encourage the development of a variety of housing types at locations throughout the community. During the past two decades Pittsburg has attracted large numbers of low and moderate households due to its relatively inexpensive housing costs and the availability of ample vacant land. Newly constructed units have generally been single story or multi-family dwellings priced to meet the needs of first-time homebuyers unable to afford the high housing costs in areas closer to employment centers in central Contra Costa County, San Francisco and Oakland.

These trends have resulted in the creation of a land use pattern dominated by residential uses and housing stock that is generally lower in costs than units in surrounding areas and the county as a whole. Regulations contained in the revised General Plan and zoning ordinance encourage a variety of types and a better economic mix for newly constructed units.

Action: The City shall follow guidelines contained in its adopted General Plan.

- B. Recognize that the housing assistance needs of Pittsburg's low-and moderate-income residents are a public as well as a private responsibility, and actively assist low-income families, senior citizens and handicapped residents in securing decent housing and a suitable living environment.

The City will continue to use resources available through the Community Development Block Grant Program for housing rehabilitation activities. The

City will continue to fund housing counseling programs provided by Pittsburgh Economic and Housing Development Corporation (PEHDC). Incentives for developments which provide affordable units for low and moderate income families are contained in the City's revised zoning ordinance.

The City proposes to use Title 24 of the State Administrative Code as the mechanism for providing these units. During the term of the housing element, all Community Development Block Grant assisted units include accessible or adaptable units. In 1988, State and Federal requirements for disabled access were strengthened. The state has imposed minimal standards for apartment developments requiring that all ground floor units have certain accessibility features and 5% of all units be fully adaptable.

Incentives which may be granted by the City when developments include units for low-and very low-income households include;

- Approval of mixed use zoning if the commercial or office land uses will reduce the cost of the housing development and are compatible with it;
- Utilization of federal, State, or local funds to reduce property acquisition costs;
- Waiver of filing or processing fees on development permits and applications;
- Exemption from utility connection charges for sewer and water hook-ups;
- Waiver of subdivision fees for drainage facilities, bridges or groundwater recharge;
- Expedited processing of development application and appropriate permits;
- Other regulatory incentives or concessions which result in identifiable cost reduction.

Action: The City will continue to work actively with the Pittsburgh Economic and Housing Development Corporation (PEHDC) to promote the development of housing for low-and moderate-income families.

- C. Encourage and support development of new housing consistent with policies in the General Plan.

Action: Provide assistance to the Pittsburgh Economic and Housing Development Corporation (PEHDC).

Action: Maintain a fee structure which is generally lower than fees charged in surrounding communities.

- D. Grant density bonuses for provision of affordable units as required by California Government Code Section 65915(b). To qualify, projects must construct (1) 20 percent of the total units of a housing development for low income households (60 percent of area median income), or (2) 10 percent of the total units for very low income households (50 percent area median income), or (3) 50 percent of total units for qualifying residents.

Action: Grant bonuses to encourage development of additional housing under the following conditions: 1) density bonuses are to be used only for low-and very-low income households; 2) that the bonus must be granted if the developer provides the units; 3) local governments must grant a 25% density bonus if 20% of the units are set aside for lower-income households; and, 4) the density bonus incentive to be combined with at least one other incentive (fee waivers, local subsidies, etc.) in specific cases.

- E. Grant density bonuses consistent with state law for senior housing projects having desired characteristics.

Action: Continue to grant density bonuses consistent with the requirements of state law.

Housing Selection by Location, Type, and Tenure:

- A. Do not allow housing developments on land that is environmentally unsound to support such development. This includes such environmentally hazardous areas as earthquake faults, areas where toxic waste may exist, flood plains, slide areas, or land subject to major liquefaction.

Action: Require an environmental evaluation for all residential projects on land where the potential for environmental hazards or toxics might exist. Do not approve proposed developments in areas where such hazards exist and their potential negative environmental effects cannot be mitigated.

- B. Maintain an adequate stock of rental as well as owner-occupied units within the community.

Action: Continue to approve housing units in a manner consistent within the adopted General Plan.

- C. Encourage and support quasi-public and public agencies in efforts to sponsor and develop new housing consistent with the policies in the General Plan. Density levels designated in the General Plan may be exceeded when the City Council finds such projects provide housing for senior citizens and handicapped persons of low and moderate income, and are funded by federal sources to ensure continued availability of this housing.

Action: Continue to consider funding for PEHDC and other local non-profits which sponsor and develop new housing for handicapped persons and person of low and moderate income.

Access to Employment Opportunities, Community Facilities, and Adequate Services

- A. Ensure that housing will have ready access to neighborhood commercial facilities and to the local circulation system. Encourage transit-oriented development patterns.

Action: Maximize use of vacant land, in-fill sites and other land contiguous to current development for housing in order to reduce the cost of facilities and create a compact city form.

- B. Encourage mixed use development and higher density housing near major activity centers (transit stations, major shopping centers) to achieve optimal use of land and reduce the dependency on the automobile.

Action: Promote mixed use and residential developments near existing or proposed commercial and mixed use areas and near major traffic circulation areas.

- C. Ensure that housing will exist in a healthy environment free of through traffic and served by adequate public utilities, facilities and services, such as water and sewers, schools, parks paved streets, lighting, and police and fire protection.

Action: Encourage and support new housing developments in areas where there is existing infrastructure.

- D. Consideration of major new housing developments will include an assessment of the impact upon local public services, utilities, and schools. The City will ensure that such developments will not overburden the capacities of, or the budgets for, public services and utilities.

Action: Promote the development of new housing only when the benefits derived from the development are equal to or exceed the cost of providing city services.

- E. Encourage the preservation and protection of houses or neighborhoods of historical significance.

Action: The City will require that City and County historical groups conduct a historical survey of the City to identify neighborhoods and structures of historic interest in Pittsburgh. Develop and adopt an ordinance to aid in their protection.

Housing Accessibility

Equal access to housing is protected by state and federal law. Discrimination on the basis of race, ethnic or national origin, physical, emotional or mental illness, religion, or marital status is prohibited by the Federal Civil Rights Act of 1968, Civil Rights Restoration Act of 1987, and by Section 53 of the California Civil Rights Act. The Rumford Fair Housing Law (part of the California Fair Employment and Housing Act of 1980) also protects individual's access to housing.

- A. Continue and strengthen the City's commitment to equal housing opportunities by supporting and assisting any quasi-public or public agency in their work to support equal housing and utilize the Citizens Advisory Committee to identify problems and solutions related to fair housing.

Action: Make residents aware of equal housing laws and recourse through educational materials made available at City Hall, through the press, and directly to local realtors.

- B. Advocate and support state legislation designed to prevent discrimination because of household status or source of income.

Action: Adopt resolutions and direct letters to representatives in the state assembly and senate in support of legislation designed to prevent discrimination.

- C. Continue the use of available local, state, and federal housing programs to address housing needs. The City will continue to use the following programs:

Federal

- Community Development Block Grant
- National Affordable Housing Act
- US Dept of Housing & Urban Development (HUD), Section 202
- Tax Credits
- California Dept of Housing & Community Development (HCD), Section 8

State

- California Housing Finance Agency
- State Deferred Loan Program
- California HCD, Rental Housing Construction Program
- California Deferred Loan Program
- California Housing Rehabilitation Program (CHRP)

Action: Prepare and submit applications for funding under each of these programs submitted during a 5 year planning period.

- D. Work to ensure that individuals and families seeking housing in the Pittsburg area are not discriminated against on the basis of age, race, sex, family structure, national origin, mental, emotional, or physical handicaps, or other arbitrary factors.

Action: Continue to support anti-discrimination efforts of PEHDC and other organizations.

- E. Use zoning to encourage variety and mix in housing types to provide adequate sites for housing persons of different lifestyles and income levels.

Action: The City shall approve projects that are consistent with City's zoning ordinance which is designed to prohibit the exclusion of any housing types allowed by state law.

- F. Ensure that adequate provisions are made in new developments for families with children, including provisions for amenities such as tot lots and play yards; however, housing opportunities for families with children should not be limited because necessary facilities are not provided.

- G. Work with developers regarding Title 24 of the Uniform Building Code to provide housing opportunities for disabled persons.

Action: Require construction and design features that allow access for the disabled.

Development of New Housing

The General Plan designates 3,928 acres for residential development. This is enough land for potentially 29,014 dwelling units, if built out at assumed densities. Sites formerly designated for nonresidential development are designated in the Plan for residential uses, and some open land is also designated for residential uses. There are also a number of areas within the developed portions of the City where new housing could be added through rehabilitation or infill construction. The Housing Element identifies programs for new housing production, while areas where development could occur are designated in *Chapter 2: Land Use*. Policies in the Land Use Element are particularly relevant to provision of sites for residential development.

The areas designated for residential use in the General Plan have been divided into seven density categories. Maximum net area-wide densities are associated with each of these categories. The land use designations do not require that a specific type of structure be viewed as the only kind that is appropriate or permissible in any category. A variety of development types could occur so long as the permitted maximum density was not exceeded within each subarea.

- *Hillside Low Density.* Single-family residential development of up to 5.0 units per gross acre on sites generally with a slope of less than 15 percent.
- *Low Density.* Single-family residential units built at a density of 1.1 to 7.0 units per gross acre. This classification is mainly intended for detached single-family dwellings, but attached single-family units in selected or all areas may be permitted, provided that each unit has ground-floor living area and private outdoor open space.
- *Medium Density.* Housing at densities from 7.1 to 14.0 units per gross acre. Dwelling types may include one or two story garden apartments, townhouses, and attached or detached single-family housing. Planned Unit Developments (PUDs) may include clustered, zero lot-line, or small-lot residential units.
- *High Density.* Residential development at densities ranging from 14.1 to 25.0 units per gross acre. A 25 percent density bonus (to a maximum of 32 units per



gross acre) is available for projects fulfilling State criteria for bonus for affordable housing (Government Code § 65915) or located within one-quarter mile of a fixed-guideway transit (BART) station. A wide range of housing types, from single-family attached units to multi-family complexes are permitted.

- *Downtown Low Density.* Housing densities from 4.1 to 12.0 units per gross acre. Dwelling types may include attached or detached single-family housing and townhouses.
 - *Downtown Medium Density.* Residential development at densities ranging from 12.1 to 18.0 units per gross acre. Dwelling types may include townhouses, garden apartments, and other forms of multi-family housing.
 - *Downtown High Density.* Residential development at densities ranging from 18.1 to 30.0 units per gross acre. New high-density projects within Downtown should have transit-oriented amenities (such as covered bus stops at project entrance) and reduced parking requirements to encourage use of alternative modes of transportation. A 25 percent density bonus may be approved for projects with affordable housing, housing for elderly residents, and housing that meets specified community design standards.
- A. Maintain the consistency of the City of Pittsburg zoning map and residential zoning district regulations with the General Plan map and residential land use classifications.

Action: The City shall follow the guidelines in the adopted General Plan

- B. Utilize the revised Hillside Planned District zoning in appropriate areas to control types and densities of development; to establish grading requirements; and to implement open space easements and other mechanisms for preserving scenic views.

Action: Enforce policies contained in the General Plan and Zoning Ordinance

- D. Utilize the powers of the Subdivision Map Act to guide new subdivision development according to the housing policies of the General Plan. Section 66473.5 of the Act states that no local agency shall approve a subdivision proposal, which is incompatible with objectives and policies of the General Plan.

Action: Implement policies of the adopted General Plan when reviewing and approving proposed housing developments.

- E. Support new housing development in areas of the City free of through traffic and served by adequate public utilities, facilities and services, such as water and sewers, schools, parks, paved streets, lighting, and police and fire protection.
- F. Encourage regular citizen involvement in the development, implementation and revision of the City's housing program.

Action: Support regular and active citizen participation in the development of housing and related policies and the implementation of programs contained in the Housing Element.

- G. Increase availability of sites for residential development in response to demand resulting from employment growth.

Action: Identify sites with the potential for rezoning from other uses to residential and from low density to medium or high density. Prezone specified industrial parcels in areas with the potential for future annexation to residential (mobile home use).

- H. Encourage the development of housing on larger size lots, which will provide opportunities for accommodating a wide range of housing units and a broader income distribution among residents.

The development of housing at the upper end of the income scale is just as important as the provision of low-and moderate-income housing as it expands the economic base of the community. Development of this type of housing will



likely occur in the hillside areas where lower densities and environmental and service constraints will increase the costs of construction.

Action: The City shall support housing development for moderate and upper income households.

- I. Allow for manufactured housing in residential districts provided that it meets the same design standards as conventional housing and is placed on permanent foundations. Manufactured housing shall be subject to design review as allowed by state law.

Units that are partially or fully constructed off-site may be less expensive than units built on-site. State law precludes local governments from prohibiting the installation of modular homes on permanent foundations on single-family lots. Modular homes can be subject to the same development standards (applying to both the structure and lot) as conventional single-family units.

Action: Support manufactured housing units in all residential areas of the City consistent with state law and the City's adopted design standards.

- J. Streamline the permit and environmental review processes to expedite housing construction.

Delay in the project evaluation and approval process can add to housing costs. The City should make every effort to insure that projects are reviewed and evaluated in the shortest possible time, consistent with the City's interests as defined by policies included in the General Plan.

Action: Priority processing shall be given to projects that include housing affordable to low and moderate income households, or housing which is accessible to the disabled.

- K. Increase availability of sites for high-density residential development, in response to demand adjacent to existing Pittsburg/Bay Point BART station and proposed Railroad Avenue BART station.

Action: Amend the General Plan and zoning on vacant parcels adjacent to Pittsburg/Bay Point BART station and proposed Railroad Avenue BART Station to high density residential.

Residential Conservation

Much of Pittsburg's housing stock was built in the 1960's, 1970's, or 1980's and generally is in good condition. However some have deteriorated due to age and lack of adequate maintenance. Housing Element policies are intended to make residential conservation a priority, to encourage the rehabilitation of those that have deteriorated with age, and to encourage the preservation of housing stock in good condition.

- A. Encourage actions that will maintain and enhance the quality of Pittsburg's neighborhoods so they will retain their value as they mature.

Action: Vigorously enforce the City's housing and building codes.

- B. Encourage the conservation and rehabilitation of the older housing stock in the City through a balanced program of code enforcement and complementary programs designed to assist property improvements by neighborhood residents. Ensure that any code enforcement programs do not impose disproportionate hardships on the City's low-income families, elderly and handicapped residents.
- C. Continue Housing Code enforcement and rehabilitation programs.
- D. Develop standards to ensure that the rehabilitation of older houses and buildings, as well as new residential construction in older areas, will be designed to achieve a high degree of aesthetic quality and will be compatible architecturally with surrounding neighborhoods.
- E. Preserve Pittsburg's existing housing stock in sound condition.

Action: Support Preservation by implementing code enforcement and rehabilitation programs.

- F. Provide public services and improvements that enhance and create neighborhood stability.
- G. Continue to participate in programs designed to promote housing rehabilitation and upgrade community facilities in deteriorating neighborhoods. Examples of such programs include the HUD Community Development program, and the Community Redevelopment Program of the State of California.
- H. Maintain a balance of housing type by encouraging the retention and maintenance of the existing rental stock within the Planning Area.
- I. Develop programs that the City can take to preserve at-risk units, to essentially plan for preventing or minimizing tenant displacement and to preserve the local affordable housing stock.
- J. Inventory multi-family units at risk or losing use restrictions, termination of subsidy contracts or mortgage prepayment, including units assisted by federal, state and local sources of financing or subsidy.
- K. Identify and maintain an updated inventory of at risk projects through the use of existing databases (e.g., HUD, State of California Department of Housing and Community Development, California Housing Partnership Corporation, and information from other sources, which provide information on the use restrictions of projects.
- L. Create an “early warning file” to help track projects, check in with owners to determine intentions, meet with owners if possible to discuss plans of projects that become eligible for conversions approximately ten years prior to earliest conversion date. Prepare a strategy for preservation of projects affordability controls.
- M. Monitor projects with approval to convert to ensure that all required assistance to be provided to displaced tenants, pursuant to Low-Income Housing Preservation and Resident Homeownership Act (LIHPRAH), is carried out in a timely manner (e.g. conversion to Section 8 vouchers or certificates,

minimum payment of 50% of tenants' moving costs, and the right of tenants to remain in their units for three years following prepayment, paying the restricted rents) Projects that may be subject to other state or local requirements regarding the provision of assistance to displaced tenants, will also be monitored.

- N. Work together with owners, tenants, and non-profit organizations to assist in the nonprofit acquisition of at-risk projects to ensure long-term affordability of the development.
- O. Combine local preservation efforts with the Mandatory Inspection Program administered by the Building Inspection Department of the City to determine and enforce code compliance and/or needed repairs. Schedule at-risk projects as high priority.
- P. Assist owners of existing Mortgage Revenue Bond (MRB) projects to refinance their bonds in exchange for extended affordability controls.
- Q. Encourage owners and tenants to maintain rental properties.

Action: The participation of neighborhood associations, realtors, and lenders should be sought in developing a program to improve rental maintenance.

Special Housing Needs

Due to the lack of homeless facilities in Pittsburg, homeless persons use shelters in other cities within the eastern Bay Area, including Livermore, Hayward, Fremont, Richmond, and Concord.

- A. Support efforts by Contra Costa County, and the Salvation Army to develop shelter facilities for the homeless.

Action: The City will help expedite project approval and consider reduction of permit fees for development of shelter facilities.

- B. Support efforts by Housing for Independent Living to develop apartments for the disabled population.

Action: The City will help expedite project approval and consider reduction of permit fees for development of apartments for disabled persons.

- C. Maintain the City's Zoning Ordinance, which currently allows homeless shelters in Apartment Zones (RM and RH), Government zones (GQ), and Commercial zones (CO, CC, and CS) in buildings designated for residential uses.

Action: The City will continue to support the establishment of homeless shelters in areas consistent with the adopted Zoning Ordinance.

Table 13-25
Residential Developments/Other Affordable Units, 1990-1995: City of Pittsburgh

<i>Project Type and Name</i>	<i>Total Units</i>	<i>Low Income</i>	<i>%Low Income</i>	<i>Date Completed</i>
Single Family				
River Run Unit 2	109	0	0%	Jun-90
Marin Park Unit 2	45	0	0%	Sep-93
Marin Park Unit 3	46	0	0%	Nov-90
Oak Hills Unit 2	81	0	0%	Dec-90
Oak Hills Unit 3	200	0	0%	Aug-91
California Seasons Unit 1	127	0	0%	Oct-90
California Seasons Unit 2	75	0	0%	Feb-92
California Seasons Unit 3	74	0	0%	Oct-93
Fairway Glen	18	0	0%	Feb-93
Village @ NY Landing I	38	0	0%	Nov-93
Townhomes/Multi-Family				
Fountain Plaza	223	43	19%	various
Stoneman Family	145	145	100%	various
Total New Construction	3,043	519	17%	
1985-1990 Goals*	1,890	1,640	87%	various
Percent of Goal	163%		124%	various
Section 8 + Vouchers	652	652	100%	
Rehabilitated	156	156	100%	various
Totals	5,032	471	--	--

Source: 1990 Housing Element and City of Pittsburgh RDA Housing Findings.



13.10 PROGRAM ACCOMPLISHMENTS

In response to local housing needs, Pittsburgh has undertaken and operated a number of housing programs with the goal of providing adequate housing for the City's residents and meeting goals of the preservation and conservation of existing housing stock.

Until 1980, this effort was primarily directed toward residents at the lower end of the economic scale. Prior to that time, the major programs for providing housing assistance were those operated by the Housing Authority and included the Section 23 Program and its successor, the Section 8 Program. In 1980, in response to an increased demand for affordable housing, especially for moderate-income residents, the City aggressively entered the Mortgage Revenue Bond market and between 1980 and 1983 issued \$175,000,000 in housing mortgage revenue bonds. These programs have provided for the construction of 1543 new housing units in the City. Around the same period, the construction of the housing market also focused attention on the need to conserve the City's aging housing stock.

Between 1980 and 1990, the City implemented rehabilitation programs totaling \$5,555,000 and resulting in the rehabilitation of 304 units of low- and moderate-income housing. In addition to those programs operated by the City and the Housing Authority, there were five major subsidized housing projects in Pittsburgh which totaled 723 units. These housing projects were a major resource for meeting very low- and low- income housing needs. Table 13-31 shows the number of affordable housing units developed between 1990 and 1995.

Since 1990, the City has modified its zoning standards to encourage the development of additional multi family housing which could be affordable to low- and moderate-income families. Also, to further this objective, the City proposed to regulate conversion of existing mortgage revenue bond financed units.

The City proposed to continue to fund a fair housing agency to investigate complaints of illegal housing discrimination, to engage in educational audits of housing practices and to identify problems. This was done under contract with PEHDC throughout the term of the Housing Element. Approximately \$100,000

from the City's general fund was allocated to PEHDC during the five-year period for counseling services for low-income residents.

The City proposed to continue to participate in state and federal housing finance and construction programs to generate affordable units. The City continued to use Community Development Block Grant funds to provide low interest loans for housing rehabilitation.

As required by State law, the City continued to provide density bonuses to developers who agreed to reserve units for low-income households. In 1989, state requirements were amended to provide for greater targeting to low-income households and to encourage City incentives to providers of affordable housing.

The City's revised zoning ordinance allows density bonuses and incentives to be granted when certain prerequisites are met. These prerequisites include one or more of the following criteria:

- 20% or more of the units are reserved for occupancy by lower income households; or
- 10% or more of the units are reserved for occupancy by very low-income households; or
- 50% or more of the units are reserved for occupancy by senior citizens.

The City proposed to continue to operate a rehabilitation program assisting lower income homeowners and lower income rental housing to upgrade substandard units per year, using a variety of different funding sources. The increasing cost of rehabilitation caused a reduction in the number of units, which could be rehabilitated annually without increased funding. During the planning period 156 units were rehabilitated.

As part of its efforts for preserving the affordability of housing, the City proposed to continue direct funding and other assistance to non-profit developers proposing to acquire sites for the development of housing for lower income households. The City provided assistance to PEHDC for site acquisition.

13.11 FIVE YEAR PROGRAM

To meet the objective of providing sufficient land to accommodate new housing units anticipated during the planning period, the City proposes to evaluate land availability in relation to projected housing need as part of a separate comprehensive review of the Housing Element in 2001. The General Plan update states that the Pittsburg Planning Area has a potential capacity for 29,031 housing units.

The City will continue to utilize all available public and private sector resources to provide adequate housing and meet the housing needs of all economic segments of the population. Traditionally, the primary mechanism for meeting low-income housing needs has been through government subsidy programs. For the very low-income, this has meant that the construction of subsidized rental units. In recent years, the availability of resources for subsidized housing construction has markedly decreased as programs have been drastically cut back or eliminated.

In the absence of major new housing program initiatives at the Federal or State levels, the ability of Pittsburg to meet projected low income housing need through new construction is severely constrained. Given this economic reality of the housing market, other alternatives must be pursued to meet low-income housing needs.

Expansion of the housing stock at the upper income levels allows the natural filtering process to take place where existing units are freed for occupancy by lower income families. Increases in the availability of subsidies for low-income families provide the other key element for making this a viable strategy to ensure that availability of these units for low-income families. The return of vacant housing units to the housing stock provides another mechanism for addressing low-income housing need provided such housing can be economically rehabilitated.

A significant percentage of such vacant units exist, which could be restored to the housing market. This strategy would require the availability of housing rehabilitation funds and possibly an increase in housing subsidies. Another mechanism for meeting low-income housing need could involve the transference of Section 8 contract authority from existing projects, which no longer require subsidy to new projects within the City or regional area where such projects are

located. Long-term residents of such projects often no longer require the full subsidy to new projects within the City or regional area where such projects are located. Long-term residents of such projects often no longer require the full subsidy and rather than requiring such residents to find new quarters they could remain in the existing units. This strategy could also provide a mechanism for deconcentration within existing projects.

SUMMARY OF OTHER IDENTIFIED PROGRAMS AND ACTIVITIES:

1. The City will investigate the use of resources available under the recently adopted National Affordable Housing Act for acquisition of existing bond financed units currently occupied by low-and moderate-income families. The Act established the HOME Program, which provides funds for local and state governments for new residential construction and property rehabilitation. These funds could be an excellent source of low cost financing to replace previously used mortgage revenue bond financing. To utilize these funds, the City must match a federal contribution with non-federal monies. The required local contribution is 50 percent for new construction, 33 percent for substantial rehabilitation, and 25 percent for moderate rehabilitation.
2. Implement the revised Zoning Ordinance, which allows an accessory dwelling (second unit) in each residential district on a lot with a single-family unit. Second units provide opportunities for the creation of more affordable units within existing developed areas.
3. The City will continue and strengthen its commitment to equal housing opportunities by supporting and assisting any quasi-public or public agency in its work as a Fair Housing Agency and by utilizing the Citizens Advisory Committee (CAC) to identify fair housing problems and solutions. Staffing for the CAC is provided by the City and resources come from the City's General Fund.
4. The City will recognize that housing assistance needs of Pittsburgh's low-income families, senior citizens, and handicapped residents in securing decent housing and a suitable living environment.

5. To provide subsidies to households in existing housing units, the City proposed to contract with the Pittsburgh Housing Authority for Section 8 certificates, vouchers, and moderate rehabilitation funds. During the term of the plan, the current annual allocation of certificates and vouchers is expected to remain constant.
6. Pittsburgh has historically been known as a City with an abundance of affordable housing when compared to neighboring cities. As part of the City effort to maintain existing affordable housing and reduce the potential for deterioration, the City will adopt a comprehensive housing inspection and code enforcement program to identify problems and initiate corrective action before substantial deterioration occurs.
7. Units which are conserved and rehabilitated as a result of code enforcement efforts should continue to remain affordable relative to surrounding jurisdictions. Rehabilitation efforts help to assure the long-term affordability of safe housing for Pittsburgh residents.
8. The processing time for typical application processing on both single-and multi-family developments is approximately the same. Additional time is required for complex projects or those requiring substantial environmental analysis. The City does not make special provisions for processing applications for multi-family developments or developments which include affordable units beyond those included in its incentives for density bonuses described previously.
9. Identified constraints are described in detail in this Housing Element. Although constraints exist, many are based on requirements, which are beyond the City's control. The City's fee structure is still relatively low compared to most surrounding jurisdictions. These lower fees help reduce the cost of housing and serves as an inducement for additional housing construction in the City.
10. The code enforcement and housing rehabilitation programs will be the primary tools to assure that existing affordable rental and owner-occupied units are maintained.

11. The City stock of existing rental housing if properly maintained will also serve to fulfill this identified need. This continued availability of existing rental units and the planned development of 150 additional 2 and 3 bedroom units by the PEHDC will add to the existing pool of affordable rental units.
12. While zoning for higher densities may provide opportunities for more affordable housing it may also result in heavy concentrations of affordable units in certain areas of the City and increased service delivery costs. The majority of new affordable units proposed in the element will be scattered among the various zoning categories throughout the City. This approach results in increased economic integration and avoids potential problems related to impaction sometimes associated with high concentrations of affordable units in limited areas of the City.

Table 13-26
Summary of Quantified Objectives: 1990-1995

<i>Quantified Objective</i>	<i>New Construction</i>	<i>Rehabilitation</i>	<i>Conservation</i>
Very Low-Income	576	15	157
Low-Income	865	135	488
Moderate-Income	492	0	0
Above Moderate-Income	1537	0	0
Totals	3470	158	645

Source: 1990 Housing Element.

OTHER ISSUES ADDRESSED DURING PREPARATION OF THE HOUSING ELEMENT

The City's current jobs/housing balance is weighted heavily in favor of housing. Pittsburg is still perceived as a residential community where residents commute outside the City to jobs. This has resulted in a jobs/housing imbalance in the City, a pattern which can lead to fiscal problems because housing with its attendant public service costs generally results in a net revenue shortfall for the City. The General Plan reflects the City's desire to attract more commercial land uses and create a better jobs/housing balance.

The current maximum densities for each of the residential zones reflects the actual residential build-out potential based on estimates of the City's existing infrastructure to service this development and potential fiscal impacts of new development to the City's service delivery system.

The current exemptions for the use of redevelopment funds is expected to remain in place for the duration of the planning period based on the existing percentage of affordable housing units in the City and the percentages anticipated during the duration of the five year planning period. The City intends to readopt the findings, which exempt the use of redevelopment funds for development of low-and moderate-income housing.

Current lending practices are extremely conservative, particularly construction lending. This has severely limited new housing construction throughout the greater San Francisco Bay Area. The City will continue to pursue programs which leverage available public sectors dollars with private resources.

Goals contained in the Housing Element include two major programs which require inspection of existing units on an annual basis. This annual inspection program coupled with the ongoing code enforcement program will help reduce the level of deterioration in existing residential units. It is critical that existing units remain affordable with the reduction in available funds for new construction. Proposed policies in the Housing Element focus on maintaining the affordable housing stock and allocating new affordable units throughout the City.

Goals reflect current market conditions and decreased availability of financing for affordable housing developments. The previous element reflected the City's concerns about the effect of substantial additional affordable housing developments and its impact on the City's revenue base and the related ability to provide public services.

These goals incorporate new programs, which provide increased homeownership opportunities for Pittsburg's low and moderate-income residents. These opportunities for increased homeownership for low and moderate income families is consistent with the new national approach and helps to assure that housing remains affordable to such families.

13.12 PRESERVATION OF ASSISTED HOUSING

BACKGROUND

Beginning in the 1960's, the federal government provided various incentives to private developers through low-interest loans and rent subsidies administered by the Department of Housing and Urban Development (HUD) and Farmers Home Administration (FmHA). Owners who secured these subsidies entered into contracts with HUD agreeing to build or operate multi-family rental housing developments that reserved the units for lower income households as long as the projects participated in the federal program.

However, as part of these varied incentives many of the programs gave owners the option of terminating their participation prior to loan maturity or rental contract expirations. When an owner elects to exercise this option, the subsidy being provided to the project and the accompanying use restrictions are terminated. Should this happen, units may be converted to market-rate units and tenants may become displaced without any assurance of securing permanently affordable housing elsewhere. Additionally, the inventory of low-income housing declines as units are taken out of the affordable housing stock and converted to market-rate units.

Nationwide, the potential impact of this loss is astonishing. The U.S. General Accounting Office issued a report on the issue in June 1986, which predicted that 1.8 million or approximately 90% of all federally-subsidized rental housing in the country could be lost by the end of the century. However, with the passage of recent federal legislation designed to mitigate the potential loss of at-risk units, an estimated 365,000 units are protected pursuant to the Emergency Low-Income Housing Preservation Act (ELIHPA) and the Low-Income Housing Preservation and Resident Homeownership Act (LIHPRHA).

The potential for loss of affordable units is compounded more when considering the low income units produced by state and local financing and subsidy programs, which are now considered to be at-risk projects. These varied programs include the Community Development Block Grant (CDBG) Program, Low Income Housing Tax Credit Program, State Density Bonus Law, multi-family revenue bonds,

revenues from redevelopment agencies, and revenues from locally-imposed programs (e.g., inclusionary requirements, linkage fees, etc.). Like their federal counterparts, these programs have regulatory agreements or other use restrictions for terms of limited duration. Yet despite the number of affordable housing developments, only 645 units were considered to be at risk during the ten-year period between July 1990 and June 2000. Furthermore, 225 of the at-risk units are owned by local non-profit housing corporations; therefore these units will remain affordable for the full term of the mortgage. A summary of housing units at-risk of conversion between 1990 and 2000 are described in Table 13-27.

Federal programs that fall under the second general category of those allowing termination of use restrictions, are Section 8 Rental Assistance Programs. These programs include New Construction, Substantial Rehabilitation and Moderate Rehabilitation Programs, as well as existing federally-assisted projects onto which Section 8 was added under the Loan Management Set-Aside and Property Disposition Programs.

Under these Section 8 contracts, subsidies are tied directly to the project and cannot be used by tenants if they move elsewhere, unlike the current Section 8 Certificate or Voucher Programs. HUD provides the project owner with the difference between a tenant's rent contribution, generally limited to 30% of household income, and the contract rent established by HUD. Many of the contracts allow owners to opt out after five-year intervals. Should this option ever be exercised, tenants residing in the project would lose their rental assistance and probably be forced to pay the rent with a greater rent burden (i.e., greater than 30% of income towards rent) or seek housing elsewhere.

Table 13-27
At-Risk Housing, 1990-2000: Pittsburg Planning Area

Project Name	Location	Analysis Period	Total Units	Units-At-Risk	Conversion / Opt-Out Date	Operating Agency or Owner
Financed with HUD Assistance*:						
Lido Square I	2131 Crestview Lane	A	128	124	5-May-91	Private
Lido Square I	2131 Crestview Lane	A	43	40	5-Oct-92	Private
East Sante Fe Avenue	425 E. Santa Fe Avenue	A	20	19	31-Mar-93	Private
Totals			191	183		
Section 8 Rental Assistance Opt-Out Risk:						
Woods Manor	850 Leland Rd.	A	80	32	22-Jul-93	Non-Profit
Pittsburg Plaza Apts.	3225 Harbor St.	B	126	125	10-Jun-97	HUD
Totals			206	157		
Multi-Family Housing Bond Projects**:						
Loveridge Terrace	500 Loveridge Rd.	B	148	30	1996	Private
Fountain Plaza	1010 Power Ave.	B	224	45	1996	Private
Woodland Hills	219 Power Ave.	B	220	44	1996	Private
Peppertree	300 Peppertree	B	144	29	1996	Private
Kirker Creek	1000 Pheasant Way	B	542	108	1996	Private
Totals			1278	256		

*Original Source: Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion, 1991 update.

**Original Source: California Debt Advisory Commission, Annual Summary 1991.

Note: All of the at-risk units identified in Groups A and B are non-elderly. There are no elderly units at risk during the analysis period.

Source: 1990 Housing Element.

State and Local

There are numerous state and local financing programs that have financed the development of housing projects throughout the City of Pittsburg, which can now be considered "at risk" of conversion to market-rate uses. These programs include the mortgage revenue bonds, CDBG and Mortgage Bond Financing program.

Projects financed by proceeds from mortgage revenue bonds were built between 1980 and 1983. Other programs were used to develop projects between 1983 and 1991. As with the federal programs, projects that were assisted with local financing sources carried with their favorable financing or subsidy terms, use restrictions of a certain duration, usually a minimum of 15 years enforced via regulatory agreements.

FEDERAL INCENTIVES

In light of the recognized potential loss of low-income units, Congress initially enacted an emergency measure to address this problem. Pursuant to the Emergency Low-Income Housing Preservation Act (ELIHPA, or Title II of the Housing and Community Development Act of 1987), the Act placed constraints on an owner's right of prepayment and created incentives to either encourage owners to retain the low income restrictions in exchange for receiving a greater return on their investment, or to transfer the property to purchasers who would agree to retain the low-income restrictions. Owners of eligible ELIHPA projects (Section 236 and 221 (d) (3)) have the opportunity to secure additional federal incentives for their projects, enabling them to raise rents and refinance a portion of their equity while extending the low-income use restrictions for 20 years. To be eligible for the incentives provided under ELIHPA, owners must have filed valid Notices of Intent with HUD prior to December 31, 1991 expressing a desire to change the project status.

The principle of ELIHPA was that housing should be preserved for its intended beneficiaries and that owners should be guaranteed a fair and reasonable return on their investment through new incentives. ELIHPA was meant to be an interim measure designed to give Congress some time to develop a permanent program for the preservation of existing low-income housing. The Low-Income Housing Preservation and Resident Homeownership Act (LIHPRHA) is the permanent solution to this at-risk predicament.

Pursuant to provisions of the Low-Income Housing Preservation and Resident Homeownership Act (LIHPRHA, or Title VI of the National Affordable Housing Act of 1990), owners are offered alternative means of realizing a reasonable return on their investment. These include three basic options: prepaying only when doing so does not adversely affect tenants or the local affordable housing stock; continuing ownership with additional federal incentives and thus, extended low-income use; or selling the property with a first right-of-refusal process for interested nonprofit and public entities.

The following are LIHPRHA-eligible projects:

- Insured or held by HUD under the Section 221 (d) (3) Market Rate Interest program and assisted under a project-based Section 8 program;
- Insured or held by HUD under Section 221 (d) (3) BMIR program; or
- Insured, assisted or held by HUD or a State agency under Section 236.

The Pittsburg at-risk inventory contains no LIHPRHA-eligible projects during this current 1990-2000 analysis period.

HOUSING ELEMENT REQUIREMENTS

Chapter 1451, Statutes of 1989, and Chapter 889, Statutes of 1991 amended Section 65583 of the California Government Code require local governments to revise their Housing Elements by July 1, 1992 in order to include analysis and programs for the preservation of assisted housing developments.

The purpose of the analysis is to identify actions that the jurisdiction can take to preserve at-risk units, to adequately plan for preventing or minimizing tenant displacement and to preserve the local affordable housing stock.

The analysis is required to cover a ten-year period but for ease of planning, the State Department of Housing and Community Development recommends dividing the period into two five-year groups, coinciding with the planning period of the Housing Element. The analysis should include five essential components:

1. Inventory of all multi-family rental units at risk of losing use restrictions, termination of subsidy contract, or mortgage prepayment (including units assisted by federal, state and local sources of financing or subsidy);
2. Cost analysis comparing the replacement cost or producing new rental housing comparable in size and rent levels to the units that could convert, and the cost of preserving the existing units;

3. Identification of all resources available for preservation activities:
 - Public and private nonprofit corporations capable of acquiring and managing existing units;
 - Federal, state and local financing and subsidy programs available to preserve at-risk units;
4. Establishment of a preservation objective, which is a quantified objective for the number of at-risk units to be preserved during the first five-year planning period; and
5. Local programs for preservation activities.

TIMEFRAME OF PRESERVATION AMENDMENT

The Housing Element Amendment, Preservation of Assisted Housing, encompasses all housing projects at risk during a ten-year period from July 1990 to June 2000. The first of the two five-year subsets covers the period from July 1990 to June 1995 (referred to herein as "Group A"). The second five-year subset covers the period from July 1995 to June 2000 (referred to herein as "Group B").

ANALYSIS OF AT-RISK PROJECTS

In the winter of 1992, the City of Pittsburgh Department of Community Development surveyed owners of various federally-assisted projects eligible for conversion during the Group A analysis period. The purpose of our inquiry was to determine owner interest in prepaying their federal mortgages and/or terminating participation in the Section 8 subsidy program:

- Lido Square, Phase 1 reached its conversion date on May 14, 1991, and Phase 2 became eligible for conversion on October 5, 1992. Sante Fe Apartments, a Section 8 project, is listed in the Group A inventory because the project reaches an optional Section 8 contract renewal date on May 31, 1993. The project could still be at risk if federal appropriation are not authorized for the next period during which the project must renew its contract, which would be in

1998; however, for the moment federal appropriations are available for the 1993 renewal date. During the summer of 1993, the owner submitted an application for renewal, thereby removing this development from the list of at-risk units.

- The owners of Woods Manor and Pittsburg Plaza Apartments have indicated their intention to continue participation in the Section 8 Program. The earliest date of subsidy termination is July 22, 1993 when the owner may renew the Section 8 contract for an additional five-year period. Because it is recognized that market conditions will drive much of an owner's decision to sell, the intentions provided in the 1993 survey are helpful but by no means definitive; therefore, the City of Pittsburg has identified several strategies to address this uncertainty.

At this time, no other owners with projects in the City of Pittsburg have filed any notices or plans of action. Based on our efforts to date and the preceding analysis, there does not appear to be any substantial risk of losing low income housing developments due to conversion during the initial Group A analysis period.

Cost Analysis

The purpose of the cost analysis (see *1990 Housing Element*) is to compare the cost of options available to a community faced with a potential conversion problem, and to determine the level of local subsidies required to assist in preservation efforts. The cost analysis will enable the City to use a "bottom line" approach as programs are developed and available resources targeted to preserve units at risk of conversion.

The replacement cost analysis attempts to approximate costs of rebuilding units under current building prices and conditions, which are comparable in size to the units at risk of conversion. Comparability also entails any subsidies required to maintain current tenants' rent levels. Based upon the analysis done, the estimated cost of replacing the at-risk units for the Group A analysis period is \$19,709,704. The estimated cost of replacing the at-risk units for the Group B analysis period is \$34,927,4287. The Group A replacement subsidy is \$18,361,668 while subsidy requirements for the Group B period is \$32,231,355 . This represents a per unit

subsidy of \$85,403 for the Group A analysis period, and \$84,597 for the Group B analysis period.

The preservation cost analysis involves the acquisition of at-risk projects in addition to some minimal amount of rehabilitation and the retention of current rent levels for tenants. The estimated cost of preserving the at-risk units for the Group A analysis period is \$10,834,710. The estimated cost of preserving the at-risk units during the Group B period is \$21,669,420. The estimated public subsidy for Group A preservation is \$3,489,157, while Group B preservation requires a \$4,509,008 public subsidy. This represents a per unit subsidy of \$16,229 for Group A units and \$11,835 for Group B units.

The difference between replacement and preservation represents significant expense and subsequently, subsidy requirements to mitigate the loss of affordable units. A difference of \$24,602,308, or \$71,461 per unit, exists between attempting to replace at-risk units versus attempting to preserve the units. Similarly, a difference of \$42,594,859, or \$71,468 per unit exists between the subsidy levels required to retain or replace the at-risk units at current rent levels.

The preservation of at-risk units is a much more cost-effective method of retaining affordable units based on the cost analysis. The cost of land and construction in the Pittsburgh area is high. Re-creating the stock of at-risk units with its deeply targeted subsidies, is cost-prohibitive without the infusion of large public subsidies. Given the limited resources currently available at the local, state and federal levels, the replacement of all at-risk units is impossible. Even with public subsidies combined, a per unit subsidy of \$84,888 as required under the replacement cost analysis, is not likely at any time during this analysis period. On the other hand, a per unit subsidy of \$13,420 as required under the preservation analysis, is much more achievable. Given the number of units at risk during the period between 1990-2000, the costs entailed in preservation activities appear to be manageable given the resources projected to be available to the City during the same time period.

The need for access to all available financial resources in order to prevent the loss of at-risk units is evident. Moreover, the analysis also makes clear the need to work with organizational resources to achieve preservation targets. Reliance on local or

even state or federal financing programs alone is not sufficient to assure preservation, given the extensiveness of the conversion problem. There has been such a variety of financing and subsidy programs used to build affordable housing in the past, that existing state and federal financing or incentive preservation programs do not address the possible conversion of many non-federally financed housing projects. Finally, long-term preservation is not guaranteed without enlisting the active support and participation of tenants and local nonprofit agencies willing to acquire and maintain at-risk units as permanently affordable housing.

RESOURCES FOR PRESERVATION

Organizational Capacity

The following entities have expressed an interest in being considered for the acquisition and management of at-risk properties within Contra Costa County, through the Right of First Refusal Program coordinated by the State Department of Housing and Community Development:

- Pittsburg Housing and Economic Development Corp
- Pittsburg Housing Authority

Of these entities, Pittsburg Housing and Economic Development Corporation (PHEDC) and the Housing Authority of Contra Costa County are the most likely entities with whom the City of Pittsburg would work to preserve at-risk housing developments. The jurisdiction of the Housing Authority of Contra Costa County includes Pittsburg as one of the areas served; primarily through the provision of Section 8 certificates and vouchers for eligible households. Similarly, Pittsburg Housing and Economic Development Corporation has established a long and well-respected track record over the last 20 years of developing and managing high quality, affordable housing for the Pittsburg community.

Financing Sources**HUD--Preservation of at-risk housing, pursuant to LIHPRHA**

These funds will not be available to the City of Pittsburgh since there are no LIHPRHA-eligible projects at risk during the analysis period.

Community Development Block Grants

Historically, Pittsburgh has received approximately \$400 thousand per year in CDBG funds. Barring any substantial fluctuations in HUD appropriations, it is reasonable to expect a similar amount of funding over the next five years. Total CDBG funding during this period would be approximately \$2 million.

Due to the high priority that housing receives within the City, approximately 67% of CDBG funds are typically allocated to housing programs that fund the rehabilitation of affordable housing, single-family rehabilitation and minor home repairs. It is expected that the funding priorities will remain consistent; hence, the same percentage of funds should be available for housing activities. However, the latter two programs are funded exclusively through CDBG funds and therefore would face termination if priorities were rearranged to include preservation. Due to the limited nature of CDBG resources, it is unlikely that any such resources could be used for preservation activities; therefore, funds from other local resources will be made available for preservation.

Mortgage Revenue Bonds

Between 1980 and 1983, the City issued mortgage revenue bonds for the development of multi-family rental housing. During this period, six projects were funded, creating a total of 1,534 rental units, of which 284 units are low-income.

Part of the City's preservation strategies will be to refinance such projects with mortgage revenue bond proceeds (bond refunding), in exchange for extended (and strengthened) affordability controls. Mortgage revenue bonds can also be a resource for acquiring and preserving at-risk units that were not originally financed with bond proceeds.

As bond refunding is an elective activity to which the owner must agree, it is difficult to project how much financing and bond authority the City would need to preserve these at-risk developments. Furthermore, none of these mortgage revenue bond projects are eligible to convert during the Group A analysis period; therefore, an estimate of funds available through an issuance of mortgage revenue bonds is not necessary at this time for this period of analysis.

State Bond Financing (Upon Availability)

The availability of financing at the State level, typically funded through voter-approved general obligation bond issuances, will be considered a source for local preservation activities. Historically, such bond proceeds are administered by the State of California Department of Housing and Community Development and have been used to fund primarily new construction and rehabilitation housing projects.

Housing Authority Reserves

The City of Pittsburg Housing Authority will address a specific at-risk project that requires financial assistance. The Housing Authority will consider the use of any available funds for preservation activities if such funds are not needed for normal operating expenses and are used in accordance with Housing Authority policy.

PRESERVATION OBJECTIVE

Given the level of financing to be available during the Group A analysis period, the preservation objective during this period is 200 units, reflecting the same number of units listed in the inventory for the same period.

Programs that have particular significance for projects at risk during the Group A analysis period have been marked with an asterisk. Responsible divisions within the Community Development Department are identified for each program as are the respective funding sources that will support the implementation of each strategy.

Monitoring At-Risk Projects:

1. Monitor owners on an annual basis to determine owners' interest in selling, prepaying, or terminating participation in a subsidy program.
2. Identify and maintain an updated inventory of at-risk projects through the use of existing databases (e.g., HUD, State of California Department of Housing and Community Development, California Housing Partnership Corporation), as well as information from other sources (e.g., Deeds of Trust, Regulatory Agreements, MRB project compliance reports, etc.) which provide information on the use restrictions of projects.
3. Create an “early warning file”, the purpose of which would be the close tracking (semi-annual check with owners to determine intentions; if possible, face-to-face meeting with owners to discuss plans) of projects that become eligible for conversion date. By attempting to determine an owner's intentions at the two-year mark, the City can prepare a strategy for the preservation of the project's affordability controls (i.e., the City can work to assist in the nonprofit acquisition of the at-risk project).
4. Monitor and respond to any Notice of Intent or Plan of Action that may be filed for a project; send copies received to the State of California, Department of Housing and Community Development; notify HUD of the probable impact of changes in project affordability controls and recommend possible mitigation; actively participate in the plan of action process to encourage transfer to a nonprofit organization that will maintain the affordability restrictions for the life of the project.
5. After reviewing a submitted Plan of Action, inform affected tenants of any programs that may be available to assist them in preserving their housing units.
6. Monitor projects with approval to convert to ensure that any required assistance (or assistance that the owner has agreed to provide) to displaced tenants, is carried out in a timely manner. Projects that may be subject to other

state or local requirements regarding the provision of assistance to displaced tenants, will also be monitored.

7. Monitor at-risk projects that have been acquired by non-profit or for-profit entities during the ten-year analysis period, to ensure that properties are well-managed and well-maintained and being operated in accordance with the City's property rehabilitation standards.
8. Work together with owners, tenants and nonprofit organizations to assist in the nonprofit acquisition of at-risk projects to ensure long-term affordability of the development.
9. Monitor and participate in federal, state or local initiatives that address the preservation problem (e.g., support state or national legislation that addresses at-risk projects, support full funding of programs that provide resources for preservation activities).
10. Function as a clearinghouse of preservation information by informing tenants and landlords (owners) of the availability and requirements of various preservation programs.
11. Pursue funding sources at the federal, state or local levels that may become available for the preservation of at-risk projects--particularly those sources that facilitate non-profit acquisition.
12. Combine local preservation efforts with the Apartment Inspection program administered by the Community Development Department of the City of Pittsburgh, to determine and enforce code compliance and/or needed repairs. Schedule at-risk projects as a high priority (one year prior to the project's opt out date). Inspections will be performed approximately once every five years.
13. Identify and assess the interest of potential nonprofit purchasers who would be willing and able to acquire and permanently maintain the affordability restrictions of at-risk projects, if such projects are offered for sale.

14. Assist owners of existing Mortgage Revenue Bond (MRB) projects to refund their bonds in exchange for extended affordability controls.
15. Finance the acquisition of local projects with the issuance of mortgage revenue bonds, where financially feasible.
16. The Pittsburgh Housing Authority will work to obtain available Section 8 certificates or vouchers for displaced tenants of non-federal at risk projects.

These programs represent a varied strategy by the City of Pittsburgh to mitigate any potential loss of at-risk units due to conversion. These local efforts utilize existing City resources (e.g., provision of technical assistance, direct financial assistance, etc.) as well as other local resources (e.g., use of local nonprofit housing developers to acquire and maintain at-risk projects for permanent affordability). The programs also include efforts to secure other resources from the public and private sector, should they become available.

GLOSSARY

100-Year Flood. That flood event that has a one-percent chance of occurrence in any one year.

Acre, Gross. Area of a site calculated to the centerline of bounding streets and other public rights-of-way.

Acre, Net. The portion of a site that can actually be built upon. Not included in the net acreage of a site are public or private road rights-of-way, public open space, and flood ways.

Ambient Conditions. Initial background concentration sensed/measured at a monitoring/sampling site, as in air quality or noise.

Aquifer. A natural underground formation that is saturated with water, and from which water can be withdrawn.

Arterial. A street whose primary function is to carry high-speed through-traffic in a continuous route across an area.

Attainment Area. An area determined to have met federal or State air quality standards, as defined in the federal Clean Air Act or the California Clean Air Act. An

area may be an attainment area for one pollutant and a non-attainment area for others.

Auto-oriented Uses. Land uses designed to accommodate customers who use autos to travel to the site, including automobile sales and service, building supplies and materials and drive-up or drive-through uses.

Bay Area Rapid Transit (BART). Public agency providing commuter rail service throughout the San Francisco Bay Area.

Bike Lanes - Class II facilities. Lanes on the outside edge of roadways reserved for the exclusive use of bicycles, so designated with special signing and pavement markings.

Bike Paths - Class I facilities. Paved facilities designed for bicycle use that are physically separated from roadways used by motor vehicles by space or a barrier.

Bike Routes - Class III facilities. Roadways recommended for use by bicycles, often designated with signs and connecting to bicycle lanes and paths.

Buildout. That level of development characterized by full occupancy of all developable sites in accordance with the General Plan; the maximum probable level of development envisioned by the General Plan under specified assumptions about densities and intensities. Buildout does not necessarily assume parcels are developed at maximum allowable intensities.

Capital Improvement Program (CIP). The multi-year scheduling of public physical improvements based on studies of fiscal resources available and the choice of specific improvements to be constructed.

Carbon Monoxide (CO). A colorless, odorless gas formed by the incomplete combustion of fuels, which is toxic because of its tendency to reduce the oxygen-carrying capacity of the blood.

Collector. A street that connects arterials with local streets and provide access and circulation within neighborhoods.

Community Parks. Parks developed primarily to meet the recreational needs of a large portion of the City, ranging in size from 2 to 300 acres according to purpose, and often featuring one-of-a-kind community facilities or natural resources.

Contra Costa Water District (CCWD). Public agency providing potable water supplies to various jurisdictions throughout Contra Costa County.

Curb Cut. The opening along the curb line at which point vehicles or other wheeled forms of transportation may enter or leave the roadway. Curb cuts are essential at street corners for wheelchair users.

Decibel (dB). A unit used to express the relative intensity of a sound as it is heard by the human ear. The decibel measuring scale is logarithmic. Zero (0 dB) on the scale is the lowest sound level that a normal ear can detect under very quiet ("laboratory") conditions and is referred to as the "threshold" of human hearing. On the logarithmic scale, 10 decibels are 10 times more intense, 20 decibels are 100 times more intense, and 30 decibels are 1,000 times more intense than 1 decibel.

Easement. A right given by the owner of land to another party for specific limited use of that land. An easement may be acquired by a government through dedication when the purchase of an entire interest in the property may be too expensive or unnecessary.

Environmental Impact Report (EIR). A document used to evaluate the potential environmental impacts of a project, evaluate reasonable alternatives to the project, and identify mitigation measures necessary to minimize the impacts. The California Environmental Quality Act (CEQA) requires that the agency with primary responsibility over the approval of a project (the lead agency) evaluate the project's potential impacts in an Environmental Impact Report (EIR).

Endangered Species, California. A native species or sub-species of a bird, mammal, fish, amphibian, reptile, or plant, which is in serious danger of becoming extinct

throughout all or a significant portion of its range, due to one or more factors, including loss in habitat, change in habitat, over-exploitation, predation, competition, or disease. The status is determined by the State Department of Fish and Game together with the State Fish and Game Commission.

Endangered Species, Federal. A species which is in danger of extinction throughout all or a significant portion of its range, other than the species of the Class Insect determined to constitute a pest whose protection under the provisions of the 1973 Endangered Species Act, as amended, would present an overwhelming and overriding risk to humans. The status is determined by the US Fish and Wildlife Service and the Department of the Interior.

Equivalent Noise Level (Leq). A single-number representation of the fluctuating sound level in decibels over a specified period of time. It is a sound-energy average of the fluctuating level.

Erosion. The process by which material is removed from the earth's surface (including weathering, dissolution, abrasion, and transportation), most commonly by wind or water.

Fault. A fracture in the earth's crust forming a boundary between rock masses that have shifted. An active fault is a fault that has moved recently and which is likely to again. An inactive fault is a fault which shows no evidence of movement in recent geologic time and little potential for movement.

Floor Area, Gross. The total horizontal area in square feet of all floors within the exterior walls of a building, but not including the area of unroofed inner courts or shaft enclosures.

Floor Area Ratio (FAR). The ratio between gross floor area of structures on a site and gross site area. Thus, a building with a floor area of 100,000 square feet on a 50,000 square-foot lot will have a FAR of 2.0.

Groundwater. Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Groundwater Recharge. The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water-holding rocks that provide underground storage (i.e. aquifers).

Habitat. The natural environment of a plant or animal.

Hazardous Material. A material or form of energy that could cause injury or illness to persons, livestock, or the natural environment.

Hazardous Waste. Waste which requires special handling to avoid illness or injury to persons or damage to property. Includes, but is not limited to, inorganic mineral acids of sulfur, fluorine, chlorine, nitrogen, chromium, phosphorous, selenium and arsenic and their common salts; lead, nickel, and mercury and their inorganic salts or metallo-organic derivatives; coal, tar acids such as phenol and cresols and their salts; and all radioactive materials.

Household. An occupied housing unit.

Impervious Surface. Any material which reduces or prevents absorption of water into land.

Infill. The development of new housing or other buildings on scattered vacant lots in a built-up area or on new building parcels created by permitted lot splits.

Infiltration. The introduction of underground water, such as groundwater, into wastewater collection systems. Infiltration results in increased wastewater flow levels.

Infrastructure. Permanent utility installations, including roads, water supply lines, sewage collection pipes, and power and communications lines.

Jobs-Employed Residents Ratio. Total jobs divided by total employed residents (i.e. people who live in the area, but may work anywhere). A ratio of 1.0 typically indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.

Level of Service (LOS). A qualitative measure of the effect of traffic flow factors such as special travel time, interruptions, freedom to maneuver, driver comfort, and convenience, and indirectly, safety and operating cost. Levels of service are usually described by a letter rating system of A through F, with LOS A indicating stable traffic flow with little or no delays and LOS F indicating excessive delays and jammed traffic conditions.

Linear Parks. Landscaped paths intended for walking or biking, often located along natural or man-made corridors such as rivers or rail lines.

Liquefaction. A sudden large decrease in the shearing resistance of a cohesionless soil, caused by a collapse of the structure by shock or strain, and associated with a sudden but temporary increase of the pore fluid pressure.

Neighborhood Parks. Parks serving a small portion of the City, usually within one-half mile radius of the park, and generally oriented toward the recreational needs of children and youth.

Nitrogen Oxides (NO_x). Chemical compounds containing nitrogen and oxygen; reacts with volatile organic compounds, in the presence of heat and sunlight to form ozone. It is also a major precursor to acid rain.

Noise Contours. Isolines (a line on a map or chart along which there is constant value) representing noise, as measures in decibels.

Open Space. Any parcel or area of land or water that is essentially unimproved. The General Plan designates privately-owned rural/grazing lands, and devoted open space areas as defined by California planning law.

Ozone. A compound consisting of three oxygen atoms, that is the primary constituent of smog. It is formed through chemical reactions in the atmosphere involving volatile organic compounds, nitrogen oxides, and sunlight. Ozone can initiate damage to the lungs as well as damage to trees, crops, and materials. There is a natural layer of ozone in the upper atmosphere, which shields the earth from harmful ultraviolet radiation.

PM-10. The current standard for measuring the amount of solid or liquid matter suspended in the atmosphere ("particulate matter including dust"). Refers to the amount of particulate matter over 10 micrometers in diameter. The smaller PM-10 particles penetrate to the deeper portions of the lung, affecting sensitive population groups such as children and people with respiratory diseases.

Peak Hour. The busiest one-hour period for traffic during a 24-hour period. The PM peak hour is the busiest one hour period of traffic during the evening commute period. The AM peak hour is the busiest one hour period during the morning commute.

Pedestrian-oriented Development. Development designed with an emphasis on the street sidewalk and on pedestrian access to the building, rather than an auto access and parking areas.

Point Source. A source of pollutants which may be traced to a discrete point of emission.

Precursor. A chemical compound that leads to the formation of a pollutant. Reactive organic gases and nitrogen oxides are precursors of photochemical oxidants.

Rare Species. A condition in which a species or subspecies, although not currently threatened with extinction, exists in such small numbers throughout its range that it may be endangered if the quality of its environment worsens.

Regional Preserves. Large open space areas dedicated to the conservation of natural resources, including Browns Island Regional Shoreline and Black Diamond Mines Regional Preserve.

Response Time. The amount of time for an emergency service response, measured from the time of the distress call until arrival on the scene.

Retention Area. A pond, pool, lagoon, or basin used for the storage of water runoff.

Richter Scale. A logarithmic scale developed in 1935/36 by Dr. Charles F. Richter and Dr. Beno Gutenberg to measure earthquake magnitude by the amount of energy released, as opposed to earthquake intensity as determined by local effects on people, structures, and earth materials.

Right-of-Way. A continuous strip of land reserved for or actually occupied by a road, crosswalk, railroad, electric transmission lines, oil or gas pipeline, water line, sanitary storm sewer or other similar use.

Riparian. Pertaining to the bank of a natural course of water, whether seasonal or annual. Riparian habitat is defined by the surrounding vegetation or presence of known wildlife movement pathways; it borders or surrounds a waterway.

Sedimentation. Process by which material suspended in water is deposited in a body of water.

Sensitive Receptors. Persons or land users that are most sensitive to negative effects of air pollutants. Persons who are sensitive receptors include children, the elderly, the acutely ill, and the chronically ill. The term "sensitive receptors" can also refer to the land use categories where these people live or spend a significant amount of time. Such areas include residences, schools, playgrounds, child-care centers, hospitals, retirement homes, and convalescent homes.

Siltation. The process of silt deposition. Silt is a loose sedimentary material composed of finely divided particles of soil or rock, often carried in cloudy suspension in water.

Solid Waste. Unwanted or discarded material, including garbage, with insufficient liquid content to be free flowing.

Sphere of Influence (SOI). The ultimate service area of an incorporated City, as established by Contra Costa County LAFCO.

Stationary Source. A source of air pollution that is not mobile, such as a heating plant or an exhaust stack from a laboratory.

Threatened Species, California. A species of animal or plant is endangered when its survival and reproduction in the wild are in immediate jeopardy from one or more causes, including loss of habitat, change in habitat, over-exploitation, predation, competition, disease, or other factors: or when although not presently threatened with extinction, the species is existing in such small numbers that it may become endangered if its environment worsens. A species of animal or plant shall be presumed to be rare or endangered as it is listed in: Sections 670.2 or 670.5, Title 14, California Code of Regulations; or Title 50, Code of Federal Regulations Sections 17.11 or 17.12 pursuant to the Federal Endangered Species Act as rare, threatened, or endangered.

Threatened Species, Federal. A species which is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Trails. Paths providing opportunities for walking, biking, and jogging along open space corridors.

Trip Generation. The number of vehicle trip ends associated with (i.e., produced by) a particular land use or traffic study site. A trip end is defined as a single vehicle movement. Roundtrips consist of two trip ends.

Transportation Demand Management (TDM). Measures designed to reduce demand for automobile trips, typically focused on peak-periods.

Urban Limit Line (ULL). Boundary defined by Contra Costa County, beyond which urban levels of development are not intended to occur.

Vehicle Miles Traveled (VMT). A measure of both the volume and extent of motor vehicle operation; the total number of vehicle miles traveled within a specified geographical area (whether the entire country or a smaller area) over a given period of time.

Viewshed. The geographic area visible from a fixed point.

Wetlands. An area at least periodically wet or flooded; where the water table stands at or above the land surface (bogs and marshes). Also those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.

Wildlife Corridors. A natural corridor, such as an undeveloped ravine, that is frequently used by wildlife to travel from one area to another.

Williamson Act. Known formerly as the California Land Conservation Act of 1965, it was designed as an incentive to retain prime agricultural land and open space in agricultural use, thereby slowing its conversion to urban and suburban development. The program entails a ten-year contract between the City or County and an owner of land, whereby the land is taxed on the basis of its agricultural use rather than its market value. The land becomes subject to certain enforceable restrictions, and certain conditions must be met prior to approval of an agreement.

Zoning Ordinance. A City ordinance which divides incorporated City land into districts and establishes regulations governing the use, placement, spacing, and size of buildings, open spaces, and other facilities.

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